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NEW DIRECTIONS IN LIBRARY SERVICE FOR COLORADO, REPORT OF A SURVEY UNDERTAKEN FOR THE COLORADO STATE LIBRARY.

NELSON ASSOCIATES INC., NEW YORK, N.Y.

COLORADO STATE LIBRARY, DENVER

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DATA OBTAINED FROM VISITS TO ALL TYPES OF LIBRARIES, INTERVIEWS WITH ABOUT 80 PEOPLE, AND STATISTICAL DATA FURNISHED BY THE COLORADO STATE LIBRARY FROM THE BASIS FOR THIS SURVEY OF LIBRARY RESOURCES IN COLORADO. LIBRARY SERVICES ARE FOUND TO BE INADEQUATE AND IT IS RECOMMENDED THAT THE STATE LIBRARY ASSUME LEADERSHIP FOR STATE PROGRAMS, THAT THE GRANT-IN-AID PROGRAM BE REFORMULATED, AND THAT A STATE-WIDE PROGRAM OF REFERENCE SERVICE BE INITIATED. APPENDIXES INCLUDE THE ESTIMATED COSTS OF A PUBLIC LIBRARIES SYSTEMS PROGRAM, A TENTATIVE SYSTEM STRUCTURE, AND A GRANT-IN-AID PROGRAM FORMULA FOR PUBLIC LIBRARY SYSTEM DEVELOPMENT. THIS DOCUMENT IS AVAILABLE FOR $2.00 FROM THE COLORADO STATE LIBRARY, 1362 LINCOLN, DENVER, COLORADO 80220. (PT)

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NEW DIRECTIONS IN LIBRARY SERVICE FOR COLORADO

Report of A Survey Undertaken for the Colorado State Library

Nelson Associates, Inc.

August 1965

LI 000 023

COLORADO STATE DEPARTMENT OF EDUCATION
Byron W. Hansford, Commissioner

Division of Library Services
Gordon L. Bennett, Director
(Deputy State Librarian)

Denver, Colorado 80203

November 1965

This is a reprint edition
of the
Report of a Survey by Nelson Associates, Inc.

An Errata Sheet and an Index (Appendix D)
have been added, but no changes have been
made in the original report.

NELSON ASSOCIATES INCORPORATED • 845 THIRD AVENUE, NEW YORK, N.Y. 10022 • 212 HA 1-3110

August 6, 1965

Mr. Gordon L. Bennett
Deputy State Librarian
Office of the State Library
32 State Services Building
Denver, Colorado

Dear Mr. Bennett:

Herewith are our recommendations to the State Library for improving library service in Colorado.

We are convinced on the basis of our many conversations with librarians from all types of institutions and with others interested in library service that the time is especially propitious for enlisting the kind of enthusiastic professional support which will be needed to implement bold, dynamic new programs. An opportunity like this may not soon again present itself. In seizing this opportunity the State Library can reaffirm its leadership role in Colorado.

It has been a pleasure for us to undertake this assignment for the State of Colorado. We deeply appreciate the cordiality which was extended to us wherever we traveled throughout the State, and we are especially grateful for the wholehearted cooperation of your own staff.

Yours very truly,

NELSON ASSOCIATES, INC.

MANAGEMENT CONSULTANTS • CABLE ADDRESS: NELSONCONS • BRANCH OFFICE: WASHINGTON, D. C.

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ERRATA

The following corrections to the Nelson Report have been made with the help of a number of persons who participated in examining the Report for errors in grammar, spelling and facts. While an attempt has been made to catch as many of these as possible, there is no doubt that others will be discovered as the Report is more widely read. Such items should be reported to the State Library for correction.

Page 17 Table 9, Column 4 - Holdings: for Larimer County change "119,957" to read "29,696."

Page 19 Line 2: change "Bibliographic Center" to read "Bibliographical Center." Make same change wherever this terminology appears in the remainder of the document.

Page 19 Line 10: change sentence beginning "A seventh Junior College..." to read "Another four-year college..."

Page 20 Table 11, Column 3 - Enrollment 1964-65: move superscript "d" from Otero Junior College figures to Mesa County Junior College figure. Change enrollment figure for Regis College from "7,505" to "900." Change enrollment figure for Colorado College from "131" to "1,131."

Page 23 Delete periods after figure amounts; make this change wherever periods are used after amount in sentence body throughout the document.

Page 23 Line 33: change "National Geological Survey Library at Denver" to read "U.S. Geological Survey Library, Denver Branch."

Page 24 Line 11: change "11" to read "7."

Page 35 Line 12: change "and" to read "as."

Page 37 Line 25: change "Southwest" to read "Southeast."

Page 41 Second paragraph, first sentence should read: "Although resources and staff in the Pikes Peak Regional District Library are relatively stronger than resources at Pueblo, the orientation of a large percentage of residents of El Paso County is directed more toward Denver than toward Colorado Springs, while a majority of residents of the Southeast and South central portions of the State are oriented toward Pueblo."
Second sentence: insert "therefore" between "should" and "be."

Page 42 Line 19: delete sentence beginning "At the present time..." Statement is in error. JADA libraries are included in State-wide reference service at present time.

ERRATA - Continued

Page 46 Line 26: change "$10,000" to read "$110,000."

Page 55 Line 20: delete "Denver."

Page 58 Table 15, Column 4: "South Dakota" and "Utah" should appear in Column 1.

Appendix B, page 2 Line 2: change "Moffatt" to "Moffat."
Line 3: change "Boca" to "Baca." Change spelling wherever these words appear in the document.

Appendix B, page 6 Line 9: change "Grand Junction" to read "Mesa" in Mesa County Library.
Line 27: change "principle" to "principal." Change spelling of this word throughout the section.

Appendix C, page 2 Line 2: change "hodlings" to "holdings."

Appendix C, page 4 Table 1: in Northeast Library System include "Northeast Colorado Regional Library" under Yuma County.
In Weld-Larimer Library System include "Weld County Library - CPL." Delete "CPL" after "Greeley."

Appendix C, page 5 Table 1: in Southeast Library System include "Lower Arkansas Valley Regional Library."

INTRODUCTION

This report details the findings and recommendations of a study undertaken for the Colorado State Library during the Spring through early Summer 1965. The essential purpose of the study was to survey the resources of libraries in the state and to make recommendations for improvement of library service.

The study was undertaken at the request of the State Library of Colorado but was not confined to studying public, school or state agency library resources and needs, although these traditionally have been the areas of major concern of the State Library. Interviews were conducted with librarians of public libraries, two-year and four-year institutions of higher education both public and private, special libraries, and with school librarians and supervisors to ascertain the present state of library development and the problems confronting all types of libraries and their users.

Most of the statistical information required for analysis was made available through the State Library. Visits to various libraries, colleges and agencies throughout the state were deliberately intended to enlist the selective judgements about library service in Colorado from interested people who have had long experience in dealing with library problems. Visits were made to schools, libraries, and colleges in the counties of Adams, Boulder, Denver, El Paso, Jefferson, Larimer, Logan, Mesa, Otero and Weld.

In addition to librarians, personnel from the Extension Division of the University of Colorado, Colorado State officials, and U.S. Office of Education personnel were consulted in order to obtain informed opinions about library services in the state from knowledgeable people who are not professionally engaged in library work.

In all, including personnel at the State Library in Denver and at the Western Slope branch of the State Library in Grand Junction, some 80 persons were interviewed during the course of the study.

The main thrust of this report deals with the need for a more solid base upon which to build public library service in the state, the reformulation of a grants-in-aid program, and an expanded state-wide reference program which can meet the reference and research needs

of a wide variety of library patrons including students at the secondary and college level, school and college faculties, industrial and governmental research workers of all sorts, state agencies with reference needs, and other professional and non-professional citizens who need library resource materials to pursue their vocational or avocational interests.

The role of the State Library in providing leadership for state programs is discussed in a series of recommendations. The emphasis here is on the implications of a total state program for staffing patterns and functions of the State Library. No attempt, however, was made to study the organization of the State Library except as it relates to the recommendations made which are supportive of the total library program.

ACKNOWLEDGMENTS

The consultants are indebted to many people throughout the state without whose whole hearted cooperation the study could not have been completed. Special thanks are extended to Mrs. Erne Shubert of the Colorado State Library who throughout the course of the study responded with alacrity and good cheer to the almost interminable number of requests for information.

Section I

LIBRARY DEVELOPMENT IN COLORADO

Whatever the criteria used, it is clear from an examination of all data available and projections into the future that present programs for library development in Colorado are inadequate to meet foreseeable needs. Among librarians and other concerned individuals interviewed there is a virtual consensus that total state resources and the techniques for insuring access to them are deficient in the light of the continually growing demand for materials and services.

Directors of public libraries, particularly in the smaller communities, are especially concerned about the inability of local communities to provide adequate library service even with help from state and federal sources. Failure of passage in the 1965 legislative sessions of the proposed revision of the library law has deepened this concern.

Librarians at four-year institutions, both public and private, are generally optimistic about their ability to build up holdings and provide necessary physical facilities to serve their own constituents in the years ahead. Librarians at junior colleges, on the other hand, are not nearly so sanguine, many expressing grave doubts about the capabilities of their institutions to meet the ever-growing needs of junior college students.

Regarding school library development, with a few notable exceptions, school districts throughout the state have not kept pace with growing needs for libraries. The hope is expressed in many quarters than the new federal legislation will provide opportunities to remedy the situation.

Special libraries supported by industry are not confronted with the same kinds of problems faced by educational or other publicly or privately supported institutions. By and large these libraries acquire most of the specialized materials needed by their users. From time to time they must turn to resources other than their own to meet the need for infrequently-used or rare materials. Special libraries which are publicly supported, both at the federal and state levels, vary considerably as to adequacy.

In the following paragraphs there is a brief discussion of the context and the state of library development, and prospects in view for public libraries, college libraries, school libraries and special libraries.

Population Considerations

In assessing the future plans for library service in Colorado current patterns of population growth and decline throughout the state become paramount considerations. The following factors are especially notable:

— The Standard Metropolitan Statistical Areas in Colorado, Denver, Colorado Springs and Pueblo, have shown sharp population increases from 1950 to 1965.[1] Table 1 shows that Denver SMSA and Colorado Springs SMSA both grew at substantially higher rates from 1950 to 1960 and from 1960 to 1965 than did the state as a whole during the same periods. From 1950 to 1965 the three SMSA's grew by almost 79% while the state population increased only about 50%.

— Table 2 shows the population growth in the three SMSA's as a percentage of the state growth. From 1950 to 1960, these three areas accounted for 96.8% of the total population growth in the state. From 1960 to 1965 they accounted for 85.0%; and over the whole period 1950 to 1965 they accounted for 92.6%.

— Population growth in the 56 Colorado counties outside of the three Standard Metropolitan Statistical Areas during the 1950 to 1965 period was extremely small. As shown in Table 3, 22 of these counties show a net growth over the 15-year period. With the exception of Larimer County (3.2%), Mesa County (2.3%) and Weld County (1.7%), none of the 22 counties account for as much as 1% of the net population increase in the state.

— Population decline in Colorado counties, as seen in Table 3, has been most marked in the smaller counties: 17 or 73.9% of counties with under 5,000 population in 1950; 10 or 66.6% of those with 5,000 to 9,999; 6 or 46.2% of those between 10,000 and 24,999; and 2 or 16.7% of counties[2] with more than 25,000 population, showed net population declines over the 15-year period.

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1 Population figures for 1965 are as estimated in the Colorado Gazetteer, 1965, Colorado State Planning Commission, 1965.

2 Including counties within SMSA's.

Table 1

POPULATION OF STANDARD METROPOLITAN STATISTICAL AREAS
DENVER, COLORADO SPRINGS AND PUEBLO
1950-60 and Estimated 1965

SMSA, Core City and Other Component Areas	U.S. Census Count		Estimated January	INCREASE					
				1950 - 60		1960 - 65		1950 - 65	
	1950	1960	1965	Number	Percent	Number	Percent	Number	Percent
DENVER METROPOLITAN AREA									
Total	612,128	929,383	1,087,000	317,255	51.8	157,617	17.0	474,872	77.6
Denver City and County	415,786	493,887	527,000	78,101	18.8	33,113	6.7	111,214	26.7
Outside Core City	196,342	435,496	560,000	239,154	121.8	124,504	28.6	363,658	185.2
Adams County	40,234	120,296	153,500	80,062	199.0	33,204	27.6	113,266	281.5
Arapahoe County	52,125	113,426	137,500	61,301	117.6	24,074	21.2	85,375	163.8
Boulder County	48,296	74,254	91,000	25,958	53.7	16,746	22.5	42,704	88.4
Jefferson County	55,687	127,520	178,000	71,833	129.0	50,480	39.5	122,313	219.6
COLORADO SPRINGS METROPOLITAN AREA									
Total	74,523	143,472	175,000	69,216	92.9	31,528	21.9	100,477	134.8
Colorado Springs City	45,472	70,194	90,000	24,722	54.4	19,806	28.2	44,528	97.9
Outside Core City (El Paso County)	29,051	73,548	85,000	44,497	153.2	11,452	15.5	55,949	19.3
PUEBLO METROPOLITAN AREA									
Total	90,188	118,707	127,500	28,519	31.6	8,783	7.3	37,312	41.3
Pueblo City	63,685	91,181	97,000	27,496	43.2	5,819	6.3	33,315	52.3
Outside Core City (Pueblo County)	26,503	27,526	30,500	1,023	3.9	2,974	10.8	3,997	15.0
TOTAL SMSA'S	776,839	1,191,562	1,389,500	414,723	53.4	197,938	16.6	612,661	78.9
STATE TOTAL	1,325,089	1,753,947	1,986,875	438,858	33.1	232,928	13.3	661,786	49.9

Source: Colorado Gazetteer, 1965, Colorado State Planning Division, 1965.

Table 2

POPULATION GROWTH
STANDARD METROPOLITAN STATISTICAL AREAS IN COLORADO
1950-60 and Estimated 1960-65

Area	Population Estimated 1965	Percent of Total Population	POPULATION INCREASE					
			1950-60		Estimated 1960-65		Estimated 1950-65	
			Number	Percent of Total State Growth	Number	Percent of Total State Growth	Number	Percent of Total State Growth
Total State (net)	1,986,876	100.0	428,858	100.0	232,928	100.0	661,786	100.0
Denver SMSA	1,087,000	54.7	317,255	74.0	157,617	67.7	474,872	71.8
Colorado Springs SMSA	175,000	8.8	69,219	16.1	31,258	13.4	100,477	15.2
Pueblo SMSA	127,500	6.4	28,519	6.6	8,793	3.8	37,312	5.6
Total SMSA's	1,389,500	69.9	414,993	96.8	197,928	85.0	612,921	92.6

Source: Colorado Gazetteer, 1965, Colorado State Planning Division, 1965

Table 3

POPULATION CHANGE IN COLORADO COUNTIES OUTSIDE STANDARD METROPOLITAN STATISTICAL AREAS 1950-60, Estimated 1960-65 and Estimated 1950-65

Area	Population 1950	Population Change				Percent of Net State Growth Estimated 1950-65 *
		1950-60	Estimated 1960-65	Estimated 1950-65		
				Number	Percent	
Total State	1,325,089	428,858	232,928	661,786	100.0	100.0
Three SMSA's	728,563	414,993	197,928	612,921	84.1	92.6
Alamosa	10,531	- 531	800	269	2.6	
Archuleta	3,030	- 401	121	- 280	- 9.2	
Baca	7,964	- 1,654	115	- 1,539	-19.3	
Bent	8,775	- 1,356	81	- 1,275	-14.5	
Chaffee	7,168	1,130	202	1,332	18.6	
Cheyenne	3,453	- 664	11	- 653	-18.9	
Clear Creek	3,289	- 496	207	- 289	- 8.8	
Conejos	10,171	- 1,743	322	- 1,421	-14.0	
Costilla	6,067	- 1,848	- 69	- 1,917	-31.6	
Crowley	5,222	- 1,244	- 28	- 1,272	-24.4	
Custer	1,573	- 268	45	- 223	-14.2	
Delta	17,365	- 1,763	223	- 1,540	- 8.9	
Dolores	1,966	230	- 46	184	9.4	
Douglas	3,507	1,309	1,084	2,393	68.2	
Eagle	4,488	189	273	462	10.3	
Elbert	4,477	- 769	- 33	- 802	-17.9	
Fremont	18,366	1,830	904	2,734	14.9	
Garfield	11,625	392	583	975	8.4	
Gilpin	850	- 165	115	- 50	- 5.9	
Grand	3,963	- 406	143	- 263	- 6.6	
Gunnison	5,716	- 239	1,025	786	13.8	
Hinsdale	263	- 55	- 8	- 63	-24.0	
Huerfano	10,549	- 2,682	133	- 2,549	-24.2	
Jackson	1,976	- 218	17	- 201	-10.2	
Kiowa	3,003	- 578	- 25	- 603	-20.1	
Kit Carson	8,600	- 1,643	268	- 1,375	-16.0	
Lake	6,150	951	499	1,450	23.6	
La Plata	14,880	4,345	775	5,120	34.4	.8
Larimer	43,554	9,789	11,657	21,446	49.2	3.2
Las Animas	25,902	- 5,919	- 383	- 6,302	-24.3	
Lincoln	5,909	- 599	- 10	- 609	-10.3	
Logan	17,187	3,115	398	3,513	20.4	.5
Mesa	38,974	11,741	3,685	15,426	39.6	2.3
Mineral	698	- 274	51	- 223	-31.9	
Moffat	5,946	1,115	539	1,654	27.8	
Montezuma	9,991	4,033	76	4,108	41.1	.6
Montrose	15,220	3,066	1,114	4,180	27.5	.6
Morgan	18,074	118	108	3,226	17.8	.5
Otero	25,275	- 1,147	722	- 425	- 1.7	
Ouray	2,103	- 502	149	- 353	-16.8	
Park	1,870	- 48	- 72	- 120	- 6.4	
Phillips	4,924	- 484	60	- 424	- 8.6	
Pitkin	1,646	735	769	1,504	91.4	
Prowers	14,836	- 1,540	304	- 1,368	- 9.2	
Rio Blanco	4,719	431	740	1,171	24.8	
Rio Grande	12,832	- 1,672	350	- 1,322	-10.3	
Routt	8,940	- 3,040	350	- 2,690	-30.1	
Saguache	5,664	- 1,191	177	- 1,014	-17.9	
San Juan	1,471	- 622	26	- 596	-40.5	
San Miguel	2,693	251	144	207	7.7	
Sedgwick	5,095	- 853	8	- 845	-16.6	
Summit	1,135	938	- 73	865	76.2	
Teller	2,754	- 259	155	- 104	- 3.8	
Washington	7,520	- 895	75	- 820	-10.9	
Weld	67,504	4,840	6,656	11,496	17.0	1.7
Yuma	10,827	- 1,915	88	- 1,827	-16.9	

*Increases of less than .5% of total state growth not indicated.

Source: Colorado Gazetteer, 1965, Colorado State Planning Division, 1965

— There are 248 incorporated cities and towns in Colorado. As shown in Table 4, 202 are towns of less than 2,500, and account for only 6.6% of the population. On the other hand, only nine towns have populations in excess of 25,000; these account for about 48.6% of the total state population. Incorporated cities and towns account for about 71.0% of the total state population.

Industrial Signposts

Between 1950 and 1960 Colorado's manufacturing employment rose more than 67% to 84,600, but still accounted for only 12.4% of the total labor force.[1] Much of this growth has been stimulated by newly established, science-based industries, serving primarily the Federal Government. The most recent estimate[2] is for manufacturing employment to increase to a total of 105,000 in 1970, with defense-oriented industries rising to 39,000 or about 37% of the total. The major emphasis on increased defense production is attracting professionals with high educational backgrounds and laborers possessing special skills.

The new and expanding industries have tended to locate in a strip extending from Fort Collins to Pueblo, an area which possesses the educational, cultural, and recreational facilities needed to attract the proper personnel for these industries.

Construction activity has consistently accounted for a higher percentage of employment in Colorado than it has in the rest of the country. In recent years over 7% of Colorado's employment has been in this industry.

Wholesale and retail trade, is expected to continue to offer jobs for over 20% of the total labor force in 1970. Colorado's position as a major trading and distribution center for the Rocky Mountain

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1 Economic Growth in Colorado with Forecasts of Market Expansion to 1970, Industrial Economic Division, Denver Research Institute, University of Denver, February 1963, p. 5.

2 An Analysis of Colorado's Economy with Projections to 1970: Revised 1965; The Public Service Company of Colorado, Denver, p. 6 et seq.

Table 4

COLORADO INCORPORATED CITIES AND TOWNS

Estimated as of January 1965

Population Range	Number of Towns	Total Population	Percent of State Population*
Below 2,500	202	130,872	6.6
2,500 to 4,999	12	45,900	2.3
5,000 to 9,999	13	87,581	4.4
10,000 to 24,999	12	179,150	9.0
25,000 or above	9	966,450	48.6
TOTAL	248	1,409,953	71.0

* Based on estimated population of 1,986,875 as of January 1965.

Source: Colorado Gazetteer, 1965, Colorado State Planning Division, 1965.

states, the West and Southwest, has been strengthened by the establishment of regional headquarters of many national commercial organizations in the Denver metropolitan area. The good rail network and improving highway systems ensure this position.

Conclusions

The highly uneven population distribution in the state is certain to become even more marked, with the greatest concentrations and most rapid further growth in the three SMSA's.

Despite the rapid population growth in the state, many areas have shown a reverse trend. The population of 35 counties showed a net decline in the past 15 years.

Approximately 29% of the population of the state lives outside incorporated cities or towns. If these residents were to depend on local resources to cover the cost of the provision of public library services, only county-supported libraries could meet their needs.

In many counties, as in the vast majority of the incorporated cities and towns, the tax base is obviously too shallow now or in the foreseeable future to support adequate public library services directed to serving only their own constituents.

The importance of state support of public library services, therefore, is clear.

PUBLIC LIBRARIES

According to the State Library records, by the end of the calendar year 1964 there were 131 public libraries in the state, including municipal and county libraries.

Table 5 shows these 131 libraries distributed according to population served. The table shows that 86 or about 66% of all of the libraries serve populations of less than 5,000, and about 78% serve populations of less than 10,000.

Table 6 summarizes the book holdings of 112 Colorado public libraries. The table shows that 61 or about 54.5% of the 112 libraries reporting their holdings have a book stock of less than 10,000 books,

Table 5

PUBLIC LIBRARIES
DISTRIBUTED ACCORDING TO POPULATION SERVED
1964

Population Served by Each Library	Libraries in Population Category	
	Number	Percent
Less than 2,500	72	55.0
2,500 — 4,999	14	10.7
5,000 — 9,999	16	12.2
10,000 — 24,999	12	9.2
25,000 — 49,999	5	3.8
50,000 — 100,000	7	5.3
More than 100,000	5	3.8
Total	131	100.0

Source: Colorado State Library statistics, 1964.

Table 6

BOOK HOLDINGS OF COLORADO PUBLIC LIBRARIES
1964

Holdings	Number of Libraries	Percent of Libraries Reporting
Under 500	1	1.0
500 — 4,999	31	27.7
5,000 — 9,999	29	25.9
10.000 — 19,999	24	21.4
20,000 — 29,999	10	8.9
30,000 — 39,999	4	3.6
40,000 — 49,999	3	2.7
50,000 — 69,999	2	1.8
70,000 — 99,999	5	4.5
100,000 and over	3	2.7
	112	100.0

Total number of libraries 131
Number of libraries reporting holdings 112

Source: Colorado State Library statistics, 1964

the ALA minimum for small libraries. The 19 libraries which did not report holdings are, without exception, very small, the largest serving a population of 2, 175. Consequently, it can be inferred that the number of libraries with holdings under 10, 000 books is even greater than shown in the table.

Table 7 summarizes annual expenditures of public libraries. It shows that of the 117 libraries reporting expenditures, 59% spent less than $5, 000. in 1964. Again, the 14 libraries which did not report their expenditures are small enough, the largest serving a population of 2, 175, to warrant the inference that in fact an even greater percentage of the 131 public libraries in the state spend less than $5, 000. annually.

The ALA publication Interim Standards for Small Public Libraries, considers libraries which serve populations under 50, 000. As shown earlier in Table 5, 119 of the 131 public libraries in the state fall into this category. Table 8 shows how the libraries on which the relevant data are available measure up to three standards: books, professional librarians, and library hours. The table shows that of the 112 libraries reporting holdings, about 30% meet the applicable quantitative standard. This does not take into account the quality of these holdings. The State Library field staff report that many libraries do not systematically weed; there is a likelihood that even a library which nominally meets the quantitative standard is not able, because of the quality of its holdings, to provide the library service implied.

Regarding professional librarians, Interim Standards for Small Public Libraries does not require a professional librarian for libraries serving populations of less than 5, 000. Table 8 shows 79 of the 106 libraries reporting serve populations under 5, 000. Ten (83. 3%) of the 12 libraries serving populations between 10, 000 and 24, 999 and three (60%) of the five libraries serving populations in the range from 25, 000 to 49, 999 appear to meet standards for professional librarians on their staff. The State Library statistics do not define "professional librarian" as reported by the individual libraries. It cannot be assumed that the term as used by reporting libraries means a professional with a master's degree in library science, the definition in the ALA standards.

Regarding library hours, less than half, only about 45%, of the 72 libraries serving populations under 2, 500 meet the ALA standards for hours of library service per week. Most of the 42 libraries serving populations of 2, 500 to 24, 999 do meet the ALA requirements; of the

Table 7

EXPENDITURES IN COLORADO PUBLIC LIBRARIES
1964

Expenditure Range	Libraries Reporting	
	Number	Percent
Less than $500	22	18.8
$500 — 2,499	28	23.9
$2,500 — 4,999	19	16.2
$5,000 — 9,999	14	12.0
$10,000 — 24,999	11	9.4
$25,000 — 49,999	10	8.5
$50,000 — 100,000	8	6.8
Over $100,000	5	4.3
Libraries Reporting	117	100.0

Source: Colorado State Library statistics, 1964.

Table 8

SMALL PUBLIC LIBRARIES[a] IN COLORADO MEASURED ACCORDING TO AMERICAN LIBRARY ASSOCIATION STANDARDS 1964

Category	Standards[b]		Libraries Reporting In Respective Population Ranges		
	Population Range	Number	Number Reporting	Number Meeting Standards	Percent Meeting Standards
Books	Under 5,000	3 per capita 10,000 volumes minimum	79	24	30.4
	5,000—50,000	2 per capita	33	10	30.3
			112	34	30.3
Professional Librarians[c]	Under 5,000	0	73	No Requirement	—
	5,000—9,999	1	16	12	75.0
	10,000—24,999	1—2	12	10	83.3
	25,000—49,999	2—6	5	3	60.0
			106	25	23.6
Library Hours (Per Week)	Under 2,500	15	72	32	44.5
	2,500—4,999	15—30	14	10	71.4
	5,000—9,999	30—45	16	12	75.0
	10,000—24,999	45—60	12	10	83.3
	25,000—49,999	60 or more	5	2	40.0
			119	66	55.5

a Interim Standards for Small Public Libraries does not define "small library." However, standards were presented for libraries serving population groups up to 50,000 and this approach has been followed in this chart.

b Source: Interim Standards for Small Public Libraries, Public Library Association, ALA, 1962.

c The minimal definition of professional librarian according to Interim Standards for Small Public Libraries is "5 years college with library degree from accredited library school . . . ." Annual reports of Colorado public libraries show the number of professionals on the staff but there is no agreed-upon definition. Since a number of librarians in small public libraries hold only bachelor's degrees in library science, the percentage of libraries meeting standards for librarians is probably overstated here.

Source: Colorado State Library statistics, 1964.

five libraries serving communities of 25,000 to 49,999, only two meet the requirements for number of hours of library service provided weekly.

Of the 12 public libraries serving populations in excess of 50,000 (see Table 9) only Denver Public Library meets the ALA standards for book holdings.

State and Federal Aid

Colorado became eligible for federal aid in 1956. In 1961 the Colorado General Assembly approved a first appropriation of $100,000. for a state grant-in-aid program, commencing in the fiscal year 1961-62. This appropriation was increased to $200,000. per year in the succeeding three years. However, an executive order in fiscal year 1963-64 reduced the state grants-in-aid funds by $18,000.

The federal aid program up to 1963 was restricted for use in the development of rural public libraries. With the passage of the Library Services and Construction Act in 1964, federal aid became available for public library development in urban areas as well as in rural areas.

Table 10 shows the federal funds received in the years 1956 to 1965 and the matching state funds provided.

Perhaps the most important single effect of federal-state library support has been in the development of several library systems. The direct aid to most libraries in the state has been small, but in a few instances bulk grants for demonstration projects and contracts with individual major libraries have helped to launch important new developments. One such development which gives promise of future value is the Northern Colorado Processing Center located in the Weld County Library at Greeley. This Center purchases and processes books for 19 libraries. Discussions are under way for extending service to others when the addition to the county library facility is completed. The volume of items processed is still not sufficiently large to realize the substantial savings possible with an automated system. Suffolk County Cooperative Library System in Patchogue, New York, which processes a very large volume of items reports that the first 100,000 volumes cost about $1.26 each, the next 50,000 about $.75, and the next 50,000 about $.58. Another important development which was made possible by the availability of federal funds was the establishment of regional materials centers at Grand Junction and Greeley, (the subvention to the Denver Public Library for the provision of state-wide

Table 9

COLORADO PUBLIC LIBRARIES SERVING POPULATION OVER 50,000
1964

County	Library	Population	Holdings
Adams	Adams County	150,000	71,918
	Aurora Public	69,975	35,472
Arapahoe	Littleton	50,895	28,729
Boulder	Boulder Public	57,527	66,479
Denver	Denver Public	524,000	955,472
El Paso	Pike's Peak Regional	168,000	145,767
Jefferson	Jefferson County	170,000	73,473
Larimer	Larimer County	63,000	119,597
Mesa	Mesa County	53,500	94,500
Pueblo	McClelland Public	126,500	98,145
Weld	Weld County	77,500	73,448
Yuma	Northeast Colorado Regional	58,295	22,485

Source: Colorado State Library statistics, 1964.

Table 10

FEDERAL GRANTS AND STATE MATCHING GRANTS 1956-65

Year	Federal Grants	State Matching
1956-57	$ 40,000. (3 months)	$ 36,923. (3 months)
1957-58	68,592.	63,315.
1958-59	74,826.	69,070.
1959-60	88,084.	82,160.
1960-61	88,084.	82,160.
1961-62	85,259.	80,906.
1962-63	85,158.	92,402.
1963-64	85,158.	92,402.
1964-65	290,309.	315,000.

Source: 1956-61: Self-Survey, 1961, Colorado State Library.
1961-65: Colorado State Library statistics.

reference services was made through state grants-in-aid funds). A contract with the Bibliographic Center providing membership of all libraries in the Center has provided a precedent for state support of the Center in order to ensure the continued operation of this basic resource for the future development of Colorado libraries.

COLLEGE LIBRARIES

As of 1964-65, excluding theological institutions of higher education and the Air Force Academy, there were in Colorado 13 institutions of higher education which offered four-year programs, and six junior colleges offering associate two-year degrees. A seventh junior college, Metropolitan State College, is scheduled to commence operation in Fall 1965. Tables 11 and 12 show the current and projected enrollments (1964-65 and 1970-71) and current and projected library holdings (1963-64 and 1971-72) of colleges and universities in Colorado. Table 12 shows that University of Colorado, Colorado State University, Colorado State College and Colorado School of Mines meet ALA quantitative book standards for colleges and will probably continue to do so over the next several years. On the other hand, Southern Colorado State College, Western State College, Adams State College, and Fort Lewis College do not presently meet ALA standards and, even at the rapid growth anticipated, will not meet ALA standards by 1971-72. At the present time none of the junior colleges meets ALA junior college standards; all will have difficulty in meeting the standards by 1971-72.

Of the five private four-year colleges, only Colorado College and University of Denver meet ALA standards now and in all likelihood will continue to do so, while the remaining three institutions are not likely to reach the standards by 1971-72.

Since the Oehlerts' study in 1962[1], the Association of State Institutions of Higher Education in Colorado put into operation a courier service which operates twice weekly between Colorado State University, Colorado University, Colorado School of Mines, Federal Center in Denver and the Medical Center in Denver, Denver Public Library and the Bibliographic Center. It is anticipated that as the need develops this service might be extended to other institutions in the Denver metropolitan area, perhaps extending to Colorado Springs.

1 Donald E. Oehlerts, A Study to Determine the Feasibility of Establishing a Cooperative Technical Processing Program and Direct Transmission of Inter-Library Loans, Association of State Institutions of Higher Education in Colorado, Denver, 1962.

Table 11

LOCATION AND ENROLLMENT OF COLLEGES AND UNIVERSITIES[a] IN COLORADO 1964-65 and Estimated 1970-71

College or University	County	Enrollment	
		1964-65	Estimated 1970-71
Publicly Supported Institutes			
Adams State College	Alamosa	1,741	2,961
Colorado School of Mines	Jefferson	1,211	1,871
Colorado State College	Weld	5,534	9,137
Colorado State University	Larimer	10,185	17,086
Fort Lewis A & M College	Durango	1,108	1,877
Metropolitan State College	Denver	— [b]	Not Available
Southern Colorado State College	Pueblo	2,625	4,901
University of Colorado	Boulder	13,380	18,931[c]
Western State College	Gunnison	1,930	3,000
Junior Colleges			
Lamar Junior College	Prowers	361	580
Mesa County Junior College	Mesa	1,468	2,363
Northeastern Junior College	Logan	1,151	1,859
Otero Junior College	Otero	573[d]	926
Trinidad State Junior College	Las Animas	735	1,181
Private Colleges			
Denver University	Denver	8,233	Not Available
Colorado Woman's College	Denver	938	Not Available
Regis College	Denver	7,505	Not Available
Loretto Heights College	Denver	898	Not Available
Colorado College	El Paso	131	Not Available

a Theological schools not included; Air Force Academy not included.
b Commences operation Fall, 1965, as a two year institute.
c Trustees have established 3,000 students as a ceiling.
d Includes Rangeley branch.

Source: Colorado State Library statistics, 1964-65.

Table 12

LIBRARY HOLDINGS OF COLLEGES AND UNIVERSITIES IN COLORADO
1963-64 and Estimated 1971-72

College or University	1963-64 [a]	Estimated 1971-72
Nine Publicly Supported Institutions of Higher Education [b]		
Adams State College	73,025	141,000
Colorado School of Mines	112,540	173,000
Colorado State College	217,204	345,500
Colorado State University	316,901	750,000
Fort Lewis College	22,561	84,960
Metropolitan State College [c]		
Southern Colorado State College	22,487	84,000
University of Colorado	878,657	1,529,540
Western State College	85,000	148,000
Junior Colleges		
Lamar Junior College	4,318	11,000
Mesa County Junior College	17,434	— [d]
Northeastern Junior College	15,300	21,300 [e]
Otero Junior College	11,911	18,400 [f]
Trinidad State Junior College	15,270	25,000
Private Colleges		
Colorado College	190,020	240,000 [g]
Colorado Woman's College	35,643	90,000 [h]
Loretto Heights College	45,115	51,000 [h]
Regis College	51,558	80,000 [i]
University of Denver	468,050	730,000 [j]

a Source: Library Statistics of Colleges and Universities, 1963-64, U.S. Department of HEW, 1965.

b Source: A General Review of the Budgets of the State-Supported Institutions of Higher Learning for 1965-66 (Association of State Institutions of Higher Education, December 1964).

c Metropolitan State College has contracted with Denver Public Library for 1965-66 to purchase and process books; total projected holdings for 1971-72, not determined.

d Depends on development of new facilities; close to capacity at present.

e Based on an estimate of 2,000 volumes per annum.

f Based on acquisitions estimate of 800 volumes per annum.

g Based on acquisitions estimate of about 6,500 volumes per annum from 1965, base of 198,000.

h Based on acquisitions of 7,000 volumes per annum.

i Based on acquisitions of 5,000 volumes per annum.

j Based on acquisitions of 30,000 volumes per annum.

Presumably the courier service could eventually be utilized by private institutions of higher education as well as publicly supported institutions. Plans were also made in the Spring of 1965 to move ahead with an experimental program in centralized processing and purchasing for the publicly supported institutions, and conversations with librarians from the private institutions have also begun to explore possibilities for further cooperation.

The University of Colorado has developed a computerized operation which produces machine-readable tapes simultaneously with the production of catalogue cards. A contract with Richard Abel has been made for this firm to supply both the books and paper tapes containing catalogue information for newly published American scholarly works commencing this Fall. Catalogue cards can be printed out from these tapes. This system will also make it possible to develop at the same time a union catalogue of holdings of the Abel books plus other acquisitions. Sometime in the future, if funds are available, it is hoped that the entire union catalogue of the Bibliographic Center can be processed for computer use. It is anticipated that in time various college libraries can query the computer at Colorado University direct from the respective campuses for catalogue information.

Although no definite plans have been made at this writing, efforts will be made in the future to involve junior college libraries in the services of the central purchasing and processing center at the University.

SCHOOL LIBRARIES

There have been consolidations of school districts in the past several years which will have a favorable impact on the school libraries' situation. In 1964, however, there were still 197 school districts in Colorado. Of these, 192 reported enrollments of 481,504 for the school year 1963-64. No figures have been provided of the number of schools comprised in the 197 school districts.

Statistics compiled by the State Library show that approximately 340,000 new volumes were added to school libraries during the school year 1963-64. Total book stocks reported at the end of the school year were approximately 2,400,000 volumes, an average of five volumes per capita of student enrollment. The total funds expended by school libraries in the year was about $1,150,000., less than $2.50 per capita. Only 593 librarians were reported as serving in all school libraries; only 398 of these were serving full-time.

Because statistics on Colorado school libraries are available only for districts, it is not wholly valid to apply ALA standards for school libraries as a basis for evaluating the situation in Colorado. If, however, the assumption is made that data about school districts reflect situations comparable to data about individual schools, only two of the 192 districts reporting for 1963-64 met the ALA standards for book holdings. Applying ALA standards for annual expenditures per student, 104 districts fell far below the $4.00 to $6.00 per capita set by ALA.

Although the State Library is by law responsible for the development of school libraries as well as public libraries, the terms of the earliest federal aid to libraries offered matching grants only for funds expended on public library development. There was, therefore, an understandable tendency to maximize the federal grant entitlement by directing state aid funds toward public library services. School libraries were thereby disadvantaged as far as assistance from the state was concerned. This situation in the recent past promises to be remedied because of the more recent federal legislation. Under Title II of the Elementary and Secondary Education Act of 1965, Colorado will be eligible for more than $1,000,000. for the provision of school library resources, text books and other instructional materials, and in excess of $1,000,000. under Title III for the establishment of education centers. At this writing federal funds have not as yet been released and final plans for the state's program have not been fully developed. These funds will, however, give a valuable impetus to school library development if they are imaginatively used.

Special Libraries

The most recent summary of special libraries lists 54 in the state, excluding special collections held by institutions of higher education or public libraries. They range from small commercial or industrial libraries, serving the parent company's technical or professional staff, to major public or institutional collections, or national collections such as the National Geological Survey Library at Denver. Even a relatively small special library, such as the Colorado State Welfare Department Library, is able to provide services far beyond its immediate patrons. In wholly private collections too, it is the tradition and practice among special librarians to give access to their holdings to any genuinely interested scholar.

In spite of this basically open-door policy among special libraries, many work on limited budgets and in restricted physical facilities. They are therefore forced to limit their acquisitions and weed heavily, concentrating on retaining only the most frequently used current materials in their special field. Such libraries often add significantly to the resources in the state, but place reliance on other resources for less frequently-used, or more esoteric material. The special libraries, therefore, should be integrated into any state-wide reference program if industrial research and other needs in the state are to be met.

Libraries Supported by State Agencies

According to the Directory of Colorado Libraries there are 11 libraries supported by state agencies including the Colorado State Library. In addition there are other state resources such as the legislative reference collection and the State Department of Education's professional collection. Almost without exception these libraries are small and with notable exceptions such as the Colorado Supreme Court Library, the State Public Welfare Department and the State Highway Department, holdings are considered weak.

Because of staff limitations, the State Library has not been able to perform adequately the services to state agencies it is charged under the 1947 Library Act to undertake. The State Library's resources have not been adequate to meet most needs of state agencies and it is only because of the fact that the State Capitol is situated in the same city as the major public library resource in the state, Denver Public Library, that state agencies have been able to have most of their requests for information and materials filled. The recent appointment by the State Library of a consultant to serve state agencies including governmental offices, penal and correctional institutions and charitable organizations is an important step toward meeting the state's obligations.

Subsequent sections present the recommendations by the study team for the future development of library service in the state.

Section II

STATE-FEDERAL FUNDED PROGRAMS

GRANT-IN-AID PROGRAM

It is a conclusion of this study that the grants-in-aid program for public library support is in need of major revisions. Moreover, the present level of financial support is seen as inadequate. A brief summary of the differences between the present program and the recommended program is shown in Table 13 on the following pages. The proposed financing formula is discussed in Appendix C. Total estimated costs are considered in Section III.

The program provides for the establishment of systems, regional materials centers and state-wide reference centers.

The basic difference between the system's function and the regional materials center's function (see section on state-wide reference program for discussion of role of regional materials center) lies in the kinds of materials and services offered by each. The regional materials center is envisaged as a resource for providing reference materials and reference librarian service; the system is a service agency which serves general library needs and which, with the assistance of the State Library field staff, provides consultant help across the spectrum of problems confronted by local or county libraries.

Systems serve only their own members; regional materials centers serve all libraries in the designated region, including local libraries which are not members of systems. As systems grow in strength it is likely that they will be providing a greater share of the reference service for their members.

The framework of a revised state grants-in-aid program is seen within the context of the following recommendations.

RECOMMENDATIONS—GRANTS-IN-AID

Grants-In-Aid Committee

1. The Colorado Council for Library Development should appoint a subcommittee on state grants-in-aid.

COMPARISON BETWEEN PRESENT AND PROPOSED GRANTS-IN-AID PROGRAMS

	Present State grants-in-aid	Proposed State grants-in-aid
Eligibility	Any public library or community meeting local tax support requirements.	Any public library, or any incorporated town or city, meeting local support requirements and which is a member of a public library system.
Minimum grant	$200	$300 local libraries, $500 county libraries, $10,000 systems.
Types of grants	Basic—3 year period. Continuation—must meet five standards after 3 years of basic grant entitlement; probational grants possible: 3 out of 5 standards met the first year, 4 the second year, and all 5 the third year, indefinite period.	Continued support for all eligible libraries until minimal ALA standards for book holdings is met.
Restriction on use of grants-in-aid	Excludes capital purposes or debt retirement.	Only print and non-print materials; libraries with no professional librarian required to consult system for guidance in selection; libraries with professionals make own selections.
Formula for distribution of grants	Local libraries—based on population plus incentive for library to join system, weighted in favor of libraries serving small populations. System—(means strong library in complex) based on population served by member libraries in systems and additional units for per square mile serviced. Formula weighted in favor of libraries serving smaller populations.	Formula includes for all types of libraries considerations of population, relative wealth, and a weighting in favor of libraries serving small populations, for counties and a factor for square mile served is also added.
Definition of professional librarian	If librarian does not meet educational requirements of 4-year college degree and additional degree from accredited library school "he may substitute library experience which includes professional duties and general education."	System must include at least one library which employs a librarian with a master's degree in library science; grants-in-aid to systems can be used to supplement available funds for professional staff at a designated system library.

Table 13, Cont.

COMPARISON BETWEEN PRESENT AND PROPOSED GRANTS-IN-AID PROGRAMS

	Present State grants-in-aid	Proposed State grants-in-aid
Definition of system	Used in two senses: (a) as grouping of three or more libraries, (b) as synonymous with principal library in grouping.	A separate state-chartered entity with its own board of directors appointed by trustees of library members or by governing body of incorporated community member not serviced by a library; principal library is not synonymous with system for specified services to be performed.
Geographic boundaries of systems	Any three libraries can join together to form a system; State Library makes no determination as to number of possible systems or geographic areas to be covered except that systems with populations with less than 20,000 are not encouraged.	Limited number of systems; area covered by each determined by State Library. Total population in fully developed system in excess of 20,000 but system can be chartered with less than this number; the test lies in the efficiency of library service offered to members.
Reciprocal borrowing	Required for libraries in systems.	Not required.
Tax support requirements	Tax appropriation per capita varying for basic grant or continuation grant entitlement, and according to whether applicant is municipal, county or multi-county library.	Tax appropriation related to assessed valuation of area served by library applying.
Limitations on grants-in-aid	Allocation of fixed appropriation according to calculated unit entitlement. The smaller the total appropriation, the smaller the entitlement (but not falling below the minimum grant).	If funds are inadequate to meet total entitlements, systems to have priority claim to funds available.

The members of the subcommittee need not be drawn only from the present membership of the Council. Active participation of the most knowledgeable and capable people should be sought bearing in mind the tasks to be undertaken by the Committee, such as:

- drafting of revised Colorado library legislation;
- revision of regulations for grant-in-aid eligibility;
- revision of grant-in-aid formula;
- delineation of systems boundaries;
- drafting of regulations for establishment of state chartered systems

System Development

2. The State Library should formulate appropriate regulations for the establishment of library systems chartered by the state as independent entities.

The system is envisaged as the legal entity which, acting for members, contracts with various libraries for system-wide service and arranges for the provision of library service to system members which are communities not supporting libraries.

The board of directors of the system should be elected or appointed by the trustees of libraries who are members of the system, or by officials of communities who are members but do not support libraries.

3. A system applying for a charter from the state should include in its membership roster at least one library whose staff includes a professional librarian with a master's degree in library science.

4. The state should delineate the geographical boundaries of proposed library systems.

Under the present grants-in-aid program any three communities whether they support libraries or not, which together serve populations of at least 20,000 may join together in a system if there is at least one library in the group which meets

certain requirements and is willing to serve as "system headquarters." Thus a large number of systems is theoretically possible, and in large areas of the state systems might never be established. If systems are seen as key elements in the provision of public library service, their development must be planned rather than haphazard.

5. The Denver Public Library should not be included as a member in any designated system, but should not be disadvantaged about the member entitlement it might receive if it were in a system.

Grants to systems are intended to help the system to provide needed services to its member libraries. A system incorporating Denver would not, in truth, be in a position to serve Denver.

6. Incorporated towns or cities with or without libraries, which tax themselves for the provision of library services in accordance with the minimum requirements set by the State Library should be eligible for membership in a system.

7. Only libraries or communities which are members of systems should be eligible to receive state grants-in-aid.

The improvement of public library service is heavily dependent upon the development of systems. Restricting grants-in-aid to members of systems only would provide an incentive to join a system and make it possible to plan coordinated service throughout the area being served.

8. Accounts for grants-in-aid to member libraries and to the system should be centrally administered by the system.

Centralized control of such records and statistics will ensure their standardization and comparability. It will also serve to limit the volume of correspondence between the State Library and member libraries on purely routine matters.

9. Applications for system membership and for grants, including applications for special project or demonstration grants, should be channeled through the system.

Routine bookkeeping and control of statistics on grants-in-aid is beyond the means of most small libraries.

10. Any library or community certifiably eligible for membership should be accepted into the system designated for the area in which it is located.

Systems should not be exclusive. It should rest upon the State Library to determine eligibility rather than upon a group of public libraries, which are themselves members of a system only because they meet the state's requirements for such membership. Systems will have authority to determine what services will be provided and paid for from the state grant-in-aid but the systems should not be authorized to determine eligibility for membership.

11. Communities without libraries which become members of systems will pay from their own tax revenues for part of the contract cost for services they receive from the system. The community's entitlement to state grants-in-aid on the basis of the recommended formula will be paid to the system to cover the balance of the contract cost of providing services to the library-less community.

12. Grants-in-aid to member libraries of a system should be provided only for the purchase and processing of print and non-print library materials.

An analysis of the public libraries in Colorado shows that great inadequacies lie in the area of book holdings. A member library's own financial resources should be directed to meet other costs and the state's resources concentrated in the area of improving collections.

In addition, the state should arrange and pay for centralized purchasing and processing of materials ordered under state grants-in-aid. Most libraries in Colorado are not staffed to process and catalogue their books efficiently. Moreover, they often cannot benefit from substantial discounts on books because they buy in such small quantities. Thus grants-in-aid plus purchasing and processing services can permit even the smallest library to add to its collection fully processed and catalogued materials made

available under state grants. Whether the State Library decides to purchase and process books through the Northern Colorado Processing Center, through another agency or from a commercial firm, it is apparent that the unit cost per book can be reduced the greater the number of volumes purchased and processed.

13. Acquisitions lists from member libraries which have no professional staff should be subject to screening and approval by the system.

A major service to be provided by the system will be the advice and guidance of professional librarians to those member libraries which do not have professional staff. The help of system professional librarians to less fortunate libraries might be in the form of suggested lists as well as in final approval of acquisitions lists by member libraries. For member libraries which do have professional librarians, the system would still be in a position to provide consulting services. Acquisitions lists prepared by professional librarians, however, should not be subject to approval by the system.

14. Grants-in-aid to member libraries should be weighted to reflect the relative ability of the community to provide library services, taking into account both the size of the population served and the per capita assessed valuation of the community. (See Appendix C for description of suggested formula.)

Not only the size of the community but its economic wealth are factors in determining its ability to provide adequate library service.

15. The minimum grant-in-aid to municipal member libraries for the purchase of print and non-print library materials should be $300.00 (exclusive of processing costs).

16. The minimum grant-in-aid to county public libraries in terms of print and non-print materials should be $500.00 (exclusive of processing costs).

Grants to county public libraries should be weighted to reflect both population and relative ability to support library service

as for municipal libraries, but should also include a factor which would take into account the area served in square miles at $.10 per square mile.

17. State grants-in-aid to a library should be continued until the library has achieved ALA quantitative book standards.

A state grants-in-aid program should have a specific goal. Whereas ALA quantitative book standards are not intended to encompass all of the objectives for good library service they provide one critical measure of library development.

18. Grants-in-aid to systems should be available for any operating costs (not for capital expenditure or debt retirement) at the discretion of the system board of trustees.

19. Grants-in-aid to systems should be based on a formula which takes into account the population and assessed valuation factors for the community served by each of the member libraries, plus $1.00 per square mile for the total land area included in the designated system. (See Appendix C.)

20. The minimum grant-in-aid to a system should be $10,000.

21. State grants-in-aid to systems should be continued for an indefinite period.

It should be emphasized that systems are not libraries but are entities established to provide service to libraries or to communities which do not support libraries. It is not envisaged that member libraries of most systems will in the foreseeable future be able to provide the funds necessary to support system-sponsored services.

22. Systems should have first claim on state grants-in-aid funds when an annual appropriation is not sufficient to meet all calculated grant entitlements.

Although by law and intent the basic formula suggested in this report may be accepted, the fiscal position in future years may force the State Library to administer a grants-in-aid program with funds below the sum needed according to the formula.

In such cases, it is important that appropriations to systems should be given the highest priority in order to ensure their uninterrupted development, and that only after system grants have been provided for should residual funds be distributed to system members.

If the principle is accepted that the minimum annual grant to systems should be $10,000. and systems plan their development on the basis of this minimum, an abrupt reduction or interruption in this minimum grant can sharply upset the development of a system's program. Commitment as to staff and, for example, bookmobile service, should not be subject to sharply fluctuating income. If grants in the form of book aid must be interrupted to member libraries, such an interruption would not wreak as great a havoc in the development of the library's program.

Demonstration Grants

23. Demonstration grants, whether funded from state or federal resources, should be made only for projects which have potential system-wide, inter-system, regional, inter-regional or state-wide applicability.

A sharp distinction must be made between special projects which are directed to helping a single library improve its service and demonstration projects which have broader implications and require much more detailed experimental design and statistical control. A demonstration project should be experimental. The experiment should be undertaken to test a hypothesis about ways of improving library service. A program which can have implications only for a single community may merit support, but if such support is to be provided either from state or federal funds it should be recognized that the merit of the project has been determined and no experimental control is required. Where, however, possible broader applicability of the project is envisaged, adequate controls and criteria for eventual evaluation of the project must be established in advance.

Professional Training

24. The State Library should offer annually five full-tuition scholarships for full-time study in amounts up to $1,500. each to candidates eligible for admission to a graduate

library school. Scholars eligible for full-tuition grants should submit for approval study schedules aimed at completion of the master's degree program within a maximum of two calendar years after which they should serve for at least two years in a Colorado library.

It is important that professional training grants should be concentrated and used to promote early professional qualification of librarian candidates. Spreading such grants over many students taking one or two courses does not generally ensure this end. The needs of subprofessional or non-professional librarians who do not intend to work towards a master's degree can better be served in other ways.

25. The State Library should vigorously recruit candidates for university scholarship grants.

The heavy emphasis placed on establishing library systems and development of materials collections of member libraries should not obscure the urgent need for upgrading the professional qualifications of Colorado librarians. Throughout the state there are well educated, intelligent librarians not fully qualified, who have settled on a library career but have been unable for lack of funds to pursue graduate work in library science.

26. The Colorado Council for Library Development should appoint a committee on scholarship awards.

The selection of the best qualified candidates for university scholarships requires the careful judgment of outstanding professional practioners and teachers of library science. The designation of such a top-level advisory committee would also serve the useful purpose of enhancing the prestige of the scholarship program.

27. In addition to the scholarships for full-time study, up to ten candidates currently employed in Colorado libraries, and holding partial credit at a graduate level should be eligible for grants of up to $750. each to complete the course of work leading to a master's degree in library science within two years.

Non-professional library employees who may have already accumulated some credits either at their own expense or as grantees under earlier programs should be encouraged to complete

their graduate work. In order to ensure that candidates outside the Denver area may not be disadvantaged in consideration for these scholarships, the State Library should explore possibilities for ensuring half-time or part-time work in libraries in the Denver area be made available to out-of-city candidates.

Workshops

28. The State Library should annually budget $20,000. for training workshops for up to 200 non-professional librarians; grants to participants should be adequate to cover all costs incurred in relation to the workshops. These workshops should also be open to unsponsored participants, professional and well as non-professional.

Workshops designed specifically to meet the needs of non-professional workers who do not intend to attain full professional status can better meet the needs of such workers than individual courses related to the full syllabus in a university program. Such workshops may range from a weekend or two- or three-day programs in a single subject area to a concentrated, intensive full summer program at an academic center in the state.

Workshop teachers should be drawn not only from the librarians of the State Library or other libraries in the state, but from academic library staff at the teaching institutions in the state and from out-of-state sources as well.

STATE-WIDE REFERENCE SERVICE

It must be stated categorically, and recognized as inherent in all that follows in this section, that a state-wide reference service is not to be interpreted as a service which compensates for basic inadequacies of libraries in the state. If a state-wide reference service is to fulfill its greatest potential, all other libraries, public libraries, college libraries, junior college libraries, must undertake to meet the standard and legitimate needs of their own constituents. The discretion and judment of librarians throughout the state must be relied upon if cumbersome and rigid rules about the use of the reference service are to be avoided.

The service is seen as providing reference materials which would usually not be available in the average undergraduate institution library

or secondary school central library whose collections included basic holdings at their respective levels.

The document "State-Wide Public Library Reference Service for Colorado," dated January 21, 1965, prepared by the Colorado State Library, sets forth the general framework for a state-wide reference service for public libraries. This section of the report elaborates upon that plan and recommends certain modifications in the original formulation.

The reference system described in this section goes beyond that originally conceived by the State Library. In addition to public libraries, secondary schools, junior colleges, and both public and private four-year institutions, special libraries and state agencies all would be participants in the system.

As conceived in the previously mentioned document and as envisaged in this present report, the Bibliographic Center for Research is a vital element in any state-wide library plan designed to meet the reference and research needs of all Colorado residents. The Board of Directors of the Center has recently decided that a survey of its basic objectives and operations should be undertaken soon. The results of such a study could substantially affect the role that the Bibliographic Center would play in a state-wide coordinated system. Moreover, a purchasing and processing center for public and private colleges at Colorado University, referred to previously, could affect the eventual role to be played by Bib Center. For the purpose of this discussion, however, it is assumed that the Bibliographic Center will continue to serve the Rocky Mountain region as in the past.

As developed in the recommendations which follow two state-wide reference centers would provide the main materials backstop for reference requests which can be met within the state. Regional materials centers are seen as playing a critical role in the total state-wide reference service. As noted above these centers are intended only to provide answers to reference questions whether in terms of materials or reference help. Beyond this they serve the important function of linking the various systems and other libraries in a region to the state-wide centers and to the Bibliographic Center. It is apparent that the role of these centers can only be perfunctory if their materials collections and reference staffs are inadequate.

It is therefore urgent that a program of acquisitions for the centers be developed which could speedily bring their reference holdings up to a level which would make it possible for them to play their roles effectively.

At each level of library service in the state channels would exist for referring inquiries to the next higher level. At each level the necessary screening of requests would be done, so that a request forwarded to a higher level in the reference system is prima facie evidence that the material or information is not available at the lower level.

The patterns of communication among various libraries envisaged in such a system are shown on the schematic drawings in the following several pages.

RECOMMENDATIONS—STATE-WIDE REFERENCE

29. The Colorado Council for Library Development in consultation with the CLA should appoint a committee composed of outstanding librarians to assist in the development of the state-wide reference system.

30. The regional materials centers at Weld County Library and at the Grand Junction Library should be continued; in addition the Denver Public Library should be designated as a regional materials center for the JADA service area and other nearby counties as appropriate; the McClelland Public Library in Pueblo should be designated as a regional materials center for the Southwest.

During the fiscal year 1964-65 the State Library designated the Weld County Library and the Grand Junction Library as regional materials centers and with federal funds provided grants of $13,750. covering a six-month period for each of these libraries. The Center at Grand Junction should be built up as a strong reference center as it will undoubtedly have a vital role to play for the Western Slope for an indefinite period. The Center at Weld County also requires substantial build-up of resources in order to serve a regional function.

The Denver Public Library has already been designated as a state-wide reference center. However, because of its location

STATE-WIDE REFERENCE SERVICE
REQUESTS RECEIVED FROM PUBLIC LIBRARIES[a]

1. RL to PSL: request made by phone or mail;
1'. PSL to RL: request filled by mail or vehicle;

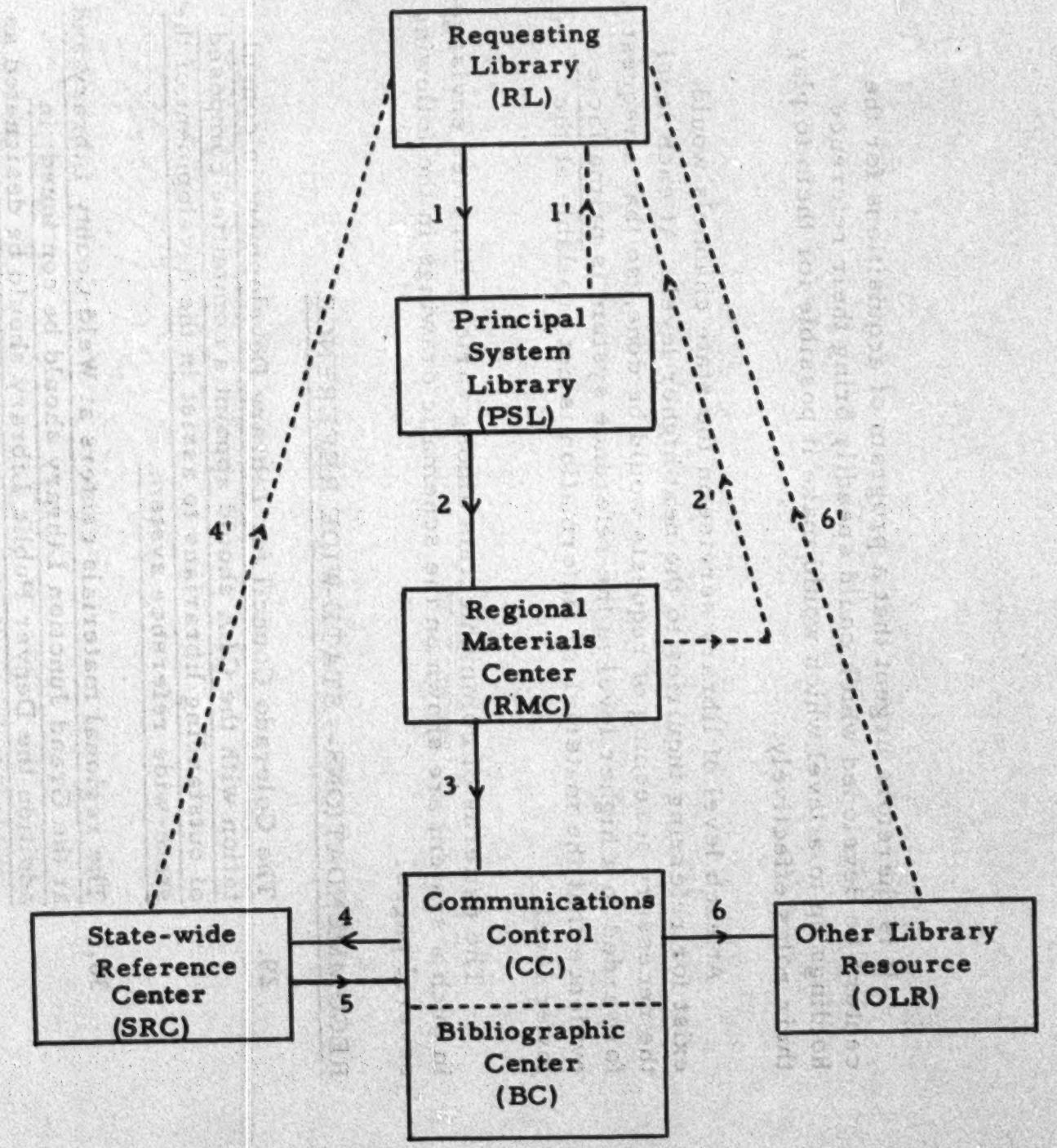
2. PSL to RMC: cannot fill request, forwarded by phone or mail;
2'. RMC to RL: request filled by mail or vehicle;

3. RMC to CC: cannot fill request, forwarded TWX;

4. CC to SRC: request screened and forwarded TWX (CU) or messenger (DPL);
4'. SRC to RL: request filled by mail or vehicle;

5. SRC to CC: cannot fill request, forwarded TWX (CU) or messenger (DPL);

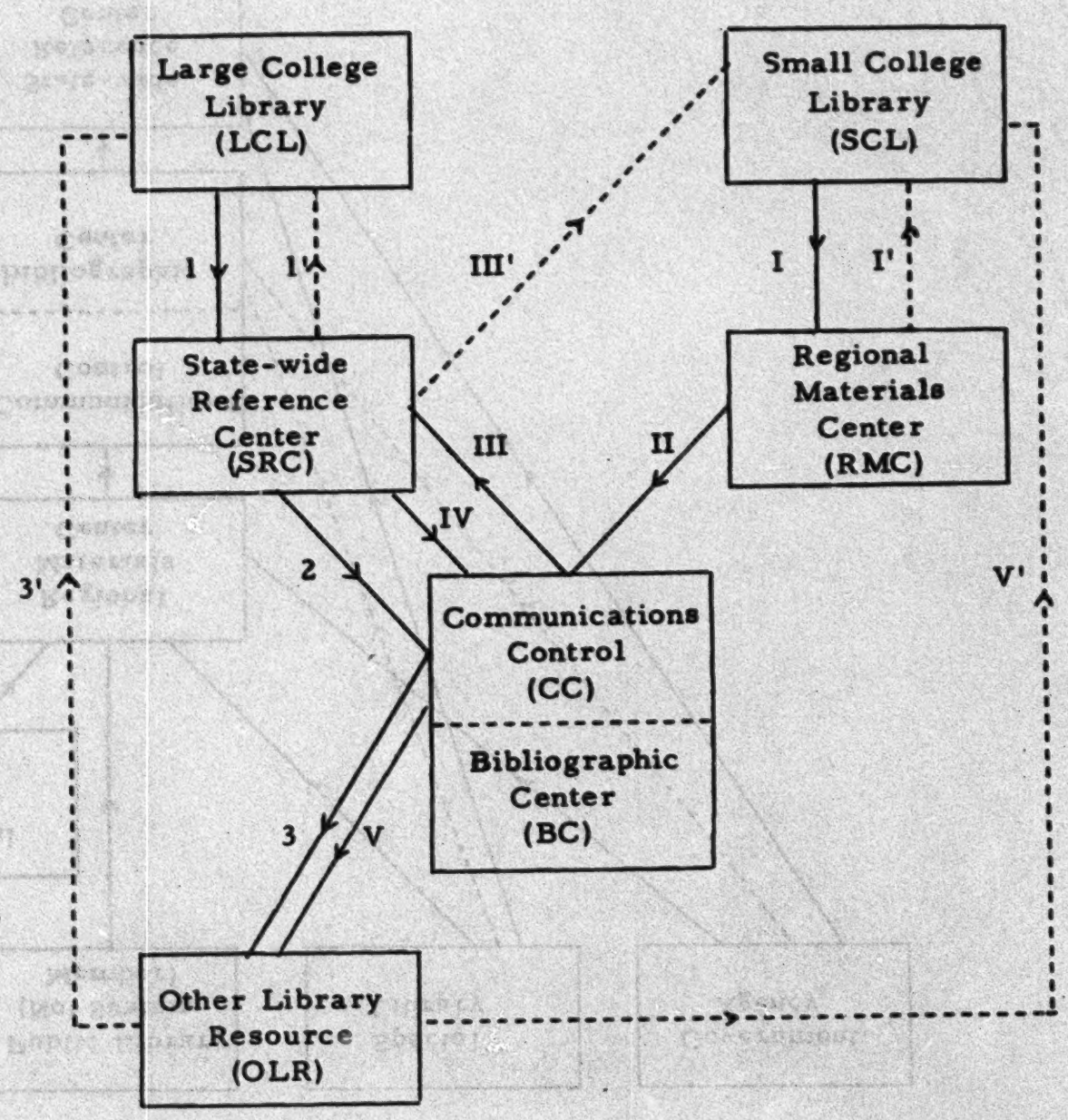
6. CC to OLR: inter-library loan request made; location of materials determined by BC;
6'. OLR to RL: request filled by mail or vehicle.



a Diagram shows requesting library as system member; non-system members would communicate directly with RMC.

STATE-WIDE REFERENCE SERVICE

ACQUIRING MATERIALS FOR COLLEGE, SPECIAL OR GOVERNMENTAL AGENCY LIBRARIES [a]



1. LCL to SRC: request made by phone mail or TWX;
1'. SRC to LCL: fills request by mail or vehicle;

2. SRC to CC: cannot fill request, forwarded TWX (CU) or messenger (DPL);

3. CC to OLR: location of materials determined by BC and inter-library loan request made;
3'. OLR to LCL: request filled by mail or vehicle;

I. SCL to RMC: request made by phone or mail;
I'. RMC to SCL: request filled by mail or vehicle;

II. RMC to CC: cannot fill request, forwarded TWX;

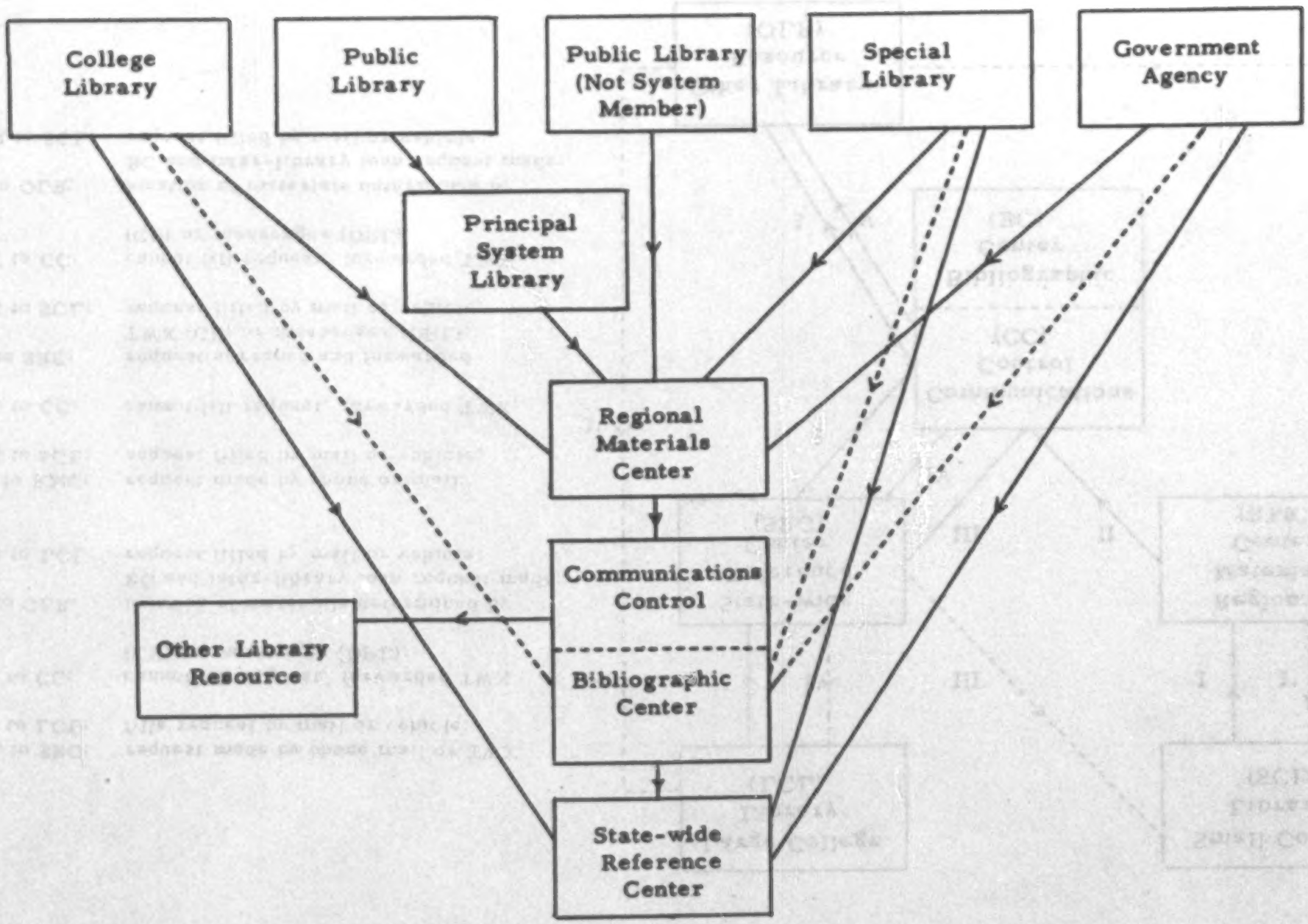
III. CC to SRC: request screened and forwarded TWX (CU) or messenger (DPL);
III'. SRC to SCL: request filled by mail or vehicle;

IV. SRC to CC: cannot fill request, forwarded TWX (CU) or messenger (DPL);

V. CC to OLR: location of materials determined by BC and inter-library loan request made;
V'. OLR to SCL: request filled by mail or vehicle.

a Example is for college libraries; special libraries and governmental agency libraries would follow a

REFERENCE CHANNELS



Note: Broken lines indicate requests direct to Bibliographic Center for reference questions not involving materials transaction.

and its ties with the JADA complex of libraries, Denver has, in effect, been serving as a quasi-regional materials center for the libraries in the JADA group. It would be artificial to plan to serve the materials needs of the JADA group of libraries from another, less conveniently located materials resource center. Whether or not plans for political consolidation of urban counties reach fruition, the libraries in the Denver metropolitan area will continue to rely heavily upon the resources of this strong library. It is important, therefore, to recognize within the total state-wide plan for reference service that the Denver Public Library in addition to serving its primary constituents in Denver City and County and serving the state as one of the state-wide reference centers is in fact performing a regional function as well. However the Denver Public Library may choose to organize itself internally to meet these obligations, the state should recognize these diverse roles and make suitable financial recompense for services performed.

Although resources and staff in the Pikes Peak Regional District Library are relatively stronger than resources at Pueblo, the orientation of a large percentage of residents in El Paso is directed more toward Denver than to the southern part of the state. In order to establish regional service for that part of the state, a regional materials center should be developed at Pueblo.

With regional materials centers at the Grand Junction Public Library on the Western Slope, Weld County Library in the Northeast, Denver Public Library in the Denver metropolitan area and Pueblo in the southeastern part of the state, a good start in the development of a comprehensive state-wide reference program would be assured.

31. <u>In addition to the designation of Denver Public Library as a state-wide reference center, the libraries of Colorado University should also be so designated.</u>

The Denver Public Library is recognized widely as the strongest public library in the state and is fully capable of meeting intermediate reference needs. However, the collection does not meet the demands of research workers for advanced materials in some special subject fields. By all accounts the strongest research

resources in the state are held by the libraries of Colorado University, although a number of special libraries and other university and college libraries have strengths in certain areas in greater depth. As the CU libraries are collectively the greatest single source for research materials in a variety of fields, access to these holdings is an essential factor in the success of the program.

32. Contracts negotiated between the state and regional materials centers and state-wide reference centers should provide that all libraries recognized by the state as participating institutions would be entitled to the appropriate service at the respective levels.

Regional materials centers would process requests from all participating libraries. In accordance with system procedure, any requests which could not be met at the regional materials center level would be forwarded to a state-wide reference center via the communications control. When a reference request reaches a state-wide reference center there should again be no limitation on service. At the present time the contract for state-wide reference service with the Denver Public Library specifically excludes from service the libraries in the JADA complex. The principle should be followed that no public library or other authorized participating libraries should be excluded from service at any center designated under contract with the state to provide such service.

33. Under its contracts with regional materials centers the State Library should make grants for clearly restricted purposes, including the development of reference resources, the provision of reference librarians, and to cover other costs directly attributable to the operation of the regional materials center.

The libraries designated to serve as regional materials centers are relatively strong public libraries in their respective regions. The Weld County Library, for example, would, in all probability be designated as a principal library in an expanded system. Multiple roles are or will be played by each of the other regional materials centers as well. It is important that these various roles be kept separate. Funds allocated for the development

of reference materials at a regional materials center should not be expended to meet the host library's other obligations, such as provision of bookmobile service or the making of bulk loans.

34. The contracts with regional materials centers and state-wide reference centers should provide that these centers make available all reference materials held which are normally circulated among the library's own patrons.

The aforementioned document "State-Wide Public Library Reference Service for Colorado" stipulates that in accordance with the ALA interlibrary loan code "the lending library's primary responsibility is to its own patrons." This ALA rule is primarily intended to guide working relationships between individual libraries and not within systems. Acceptance of this stipulation would sharply restrict the services performed by state-wide centers or regional materials centers. Thus, contractual arrangements with all the centers, both regional and state-wide, should be liberal enough in terms of financial support to make it possible for the contracting library to make its circulating materials available to all participants in the state-wide system.

35. The reference holdings of regional materials centers must be strengthened at a deliberately rapid pace.

Serious imbalances in the total system could develop if, for lack of adequate reference holdings at the regional materials centers, many requests which more practically should be filled there were instead referred to state-wide reference centers. This would place an especially heavy burden on Denver Public Library. Even at best, at least for several years Denver Public and to some lesser extent the Colorado University libraries would have to meet requests which after the system had developed fully could be filled at a lower level.

36. The Bibliographic Center should be asked to operate the system's communications control function under contract with the State Library.

Centralized communication plays a key role in the system, both in the channeling of requests from participating libraries and

in the search for material outside the system. The screening function which must be performed at a communications center requires the services of trained reference librarians and access to advanced bibliographic tools; Bib Center has the staff and the reference tools needed to perform this function. Performing this service, however, would be outside the present scope of the Bib Center's activities, and should be recompensed.

37. Contractual arrangements between Colorado State Library and the Bibliographic Center for Research should be revised to provide for reasonable payment for the Center's services as an integral part of the entire reference system; the present contract which provides membership in Bib Center for public libraries should be discontinued.

The effective functioning of the entire state-wide reference system requires an orderly routing of requests through the various library resource points. The Bib Center as a final source of identification, verification and location would service those requests which after screening at lower levels had been forwarded. Public libraries, then, would not be communicating directly with Bib Center. Consequently, membership of public libraries in the Bibliographic Center would serve no purpose.

38. Colorado members of the Bibliographic Center for Research should be eligible for participation in the state-wide reference system.

Smaller colleges, junior colleges, and special libraries with relatively small collections which are members of the Bib Center could derive great benefit from participation in the system at resource levels below the Bib Center. Such libraries could utilize the regional materials center in their area as a library of first recourse and as a channel for service from sources beyond the regional center. Large college libraries or special libraries may choose to go directly to Bib Center rather than to a state-wide reference center. Whichever resource they use, state support of the system would make it possible for members of Bib Center to be served more completely than in the past, since Bib Center would not only locate materials and initiate an interlibrary loan from one source, but in its central communications role would follow the request through until the material was located or its non-availability definitely ascertained.

39. **Secondary school libraries should be linked to the state-wide reference system through regional materials centers.**

Although at the extremes the needs of reference and research workers at the college level and beyond and those of secondary school pupils differ markedly, there is some overlapping, especially between needs of lower division college students and high school juniors and seniors. As envisaged in the reference program set forth here, secondary schools are seen as participating through their centralized libraries. If the Colorado plan under the new federal legislation for schools includes the development of regional school materials centers, these would be the logical channels through which secondary school libraries could be linked to the total resources of the state.

40. **A coordinated program should be developed for the maintenance of records and the collection of statistics at regional materials centers, state-wide reference centers and at the communications control of the Bibliographic Center.**

Estimates of the demands upon and the costs of the new program can only provide rough guidelines during the early years of operation. In order to ascertain more precisely both costs and patterns of usage, a coordinated program of record keeping should be established.

At each level of the system, regional materials centers, communications control at Bib Center, or state-wide reference centers, standardized records would have to be maintained on all transactions.

Teletype communications between regional materials centers and central communications, and teletype between central communications and Colorado University, would facilitate this record keeping. However, since regional materials centers will usually communicate with area libraries by phone or mail and since communications control will be communicating with Denver Public Library by messenger, a carefully coordinated records system must be developed.

Section III

FINANCIAL IMPLICATIONS
STATE-FEDERAL FUNDED PROGRAMS

The reference service program outlined in the foregoing should be supported primarily by the state. This section sets out the financial implications of the state's obligation and presents cost estimates for the program. No estimates have been made of the cost of staff at the State Library level, nor have the savings to the State Library by virtue of recommended changes in its own direct operations been calculated.

The following estimates of annual costs are intended to serve as reasonable guidelines only for the initial implementation of the recommendations offered in this report. After the first two years of operation an analysis of observed experience will provide more precise budgeting guidelines for the future. A careful design should be developed which will make it possible to assess both the effectiveness of the various programs and the costs related thereto.

a. Direct grants-in-aid to systems and member libraries $300,000.

See Appendix A on the basis for estimating the annual cost for this program. That appendix shows an estimated cost in the first year of operation of approximately $140,000. It is further estimated there that the cost would rise to approximately $300,000. annually when systems have been formed serving the entire state and all public libraries presently in the state have become members of systems.

b. Regional materials centers $10,000.

Annual subventions to the regional materials centers would be required for the development of reference collections and for the services of professional reference librarians. The estimate is based on a subvention of $27,500. per year for each of the four recommended regional materials centers. This figure derives from the six-months' grant of $13,750. made available during fiscal 1965 to the Weld County and Grand Junction regional materials centers.

c. State-wide reference centers $48,000.

Annual subventions for acquisitions of materials and for provision of reference services at each of two state-wide reference centers. The figure is based on the $24,000. payment to the Denver Public Library in fiscal 1965 for provision of state-wide reference services.

d. Bibliographic Center $25,000.

Annual contract covering cost of operation of communications control plus annual subventions for provision of expanded Bib Center reference services to libraries and library users in Colorado. Reference requests from colleges, public libraries, businesses, federal and state agencies, school districts, and other institutions in Colorado for 1963 represented about 52% of the total requests made to Bib Center; in 1964 requests from Colorado members amounted to about 49%. The budget for Bib Center for 1965 is about $48,000. Bib Center under the proposed reference system would be serving the reference needs of residents of the entire state and in addition to its usual functions, it would be performing a central communications role. To set up such a facility de novo would be very costly. State support instead of approximately 50% of the total Bib Center budget is suggested as a reasonable minimum.

e. General communications network $15,000.

This estimate is an extrapolation from the detailed cost estimates in the Oehlerts' study of 1962[1]. In that study figures were given for the cost of operating a private teletype network linking the libraries of seven publicly supported four-year institutions of higher education in the state; annual rental costs for the network were shown as $17,556. Several of the proposed reference centers already have teletype equipment and some savings can therefore be expected. However, the cost of operating equipment already installed which would be used on behalf of the state-wide reference program should be borne by the State Library.

1 Oehlerts, Feasibility-Technical Processing.

f. **Five full-time scholarships at up to $1,500. each, $7,500.**

g. **Ten part-time scholarships at up to $750. each, $7,500.**

h. **Workshops for upgrading professional skills of librarians $20,000.**

i. **Estimated total annual costs $533,000.**

Section IV

ADMINISTRATION OF STATE LIBRARY

This section explores the role and functions of the State Library. The emphasis here is not on the organizational structure of the Library but rather on the steps which should be taken by it if it is to effectively administer a program for the improvement of library service throughout the state.

The State Library's leadership role is fulfilled in one of two ways: by direct administration of service programs or by ensuring that such service programs are made available to library users through contracts entered into by the state.

This view conforms with the statement in the ALA document, Standards for Library Function at the State Level.

> For many of the standards the essential question is whether the item covered is available within the state, not necessarily that it be directly maintained by the state government. At certain points the standards specify the state's responsibility "to ensure the provision of " services or resources. This is consistent with the growing trend toward coordination in provision of educational and research facilities, with cooperative development used to achieve higher standards at less cost.

In assessing, therefore, how well the State Library meets the standards set down by the ALA, it is important to consider not only those tasks which it carries out directly but the arrangements it has made to ensure the provision of services or resources. While the State Library has taken important steps toward achieving this end, in many areas much is left to be accomplished.

The recommendations for the establishment of a strong system structure in order to develop public library services is completely consistent with the ALA standards. The further development of the regional materials centers and the plan for a state-wide reference service also meet the ALA standards which call for "establishing regional centers" and providing "reference, bibliographic, and interlibrary loan service to stand behind community and regional libraries."

Further, the strong recommendations that the collection of data about library service should be standardized and, to the extent possible, coordinated in a few centers, goes a long way toward meeting ALA's views on the collection of such statistics.

Other standards for library functions laid down by the ALA would be met by acceptance of the recommendations which follow in this section. Many ALA standards such as those referring to personnel or physical facilities for State Library service are not discussed as consideration of these areas was outside the scope of this report.

In achieving ALA standards, the most important directly-administered service program is the provision of consultant services. Consultants on the staff of the State Library are envisaged as consisting of two groups: area supervisors and specialists. The former are seen as the library "generalists" who, working directly and through library systems, offer guidance in the broad range of problems confronting libraries. These area supervisors would refer problems of a special nature to consultants in the second group, which would comprise specialists in various subject areas. The recommendations below indicate the consultant services which the State Library should provide.

41. The State Library should include:

a. Five area supervisors: two of these should be stationed on the Western Slope; three should be stationed in the eastern part of the state.

Area supervisors are the State Library's single most regular direct contact with libraries throughout the state. Especially in the period ahead when the library systems must be developed, regular contact with the widely dispersed small libraries by supervisors well-informed about the total state library program, is essential.

b. An audio-visual materials consultant.

While lip service has been given to the importance of non-print materials, little has been done at the public library level within the state to promote the development of audio-visual collections and the use of audio-visual services.

The State Library AV consultant should, upon request of field supervisors or of library systems, advise libraries at any level on the establishment and development of AV collections and in the techniques of making such collections available to all public libraries' users. This consultant should stimulate the extension of cooperative arrangements of such groups as the Arkansas Valley Film Association and the Mountain-Plains Film Library Association.

c. Adult services specialists.

In the past many public libraries have met the most immediately felt pressures from school children often at the expense of adult services in the community. Partly because of the provisions under programs of the Office of Economic Opportunity, the State Library can now more actively promote services to adults in the community. Especially in small communities which lack professional library staff, but in others as well, the State Library through its consultant is the logical agency to introduce educational activities for adults outside the channels of formal education.

d. Young adult services consultant.

Library service opportunities to young adults extend far beyond the limited library services provided to school children. The organization of young adult services requires special knowledge and skills which are usually beyond the capabilities of the staff of small public libraries. Especially important today in Colorado are services to school dropouts and school leavers, special programs for linguistic minorities, and vocational or trade-oriented programs.

e. State agencies and state institutions consultant.

If the state's obligations to its departmental employees and to both staff and inmates of its institutions is to be met, the State Library must provide more actively the consultant services on which these agencies and institutions depend.

f. Coordinator of state and federal aid programs.

For the fiscal year 1965 the State Library has budgeted a total of $607,309. Of this sum, $290,309. are derived from federal funds; $200,000. from the state's budget are for state grants. Although much of the federal contribution is used for staff salaries, purchases of books and materials, and operating expenses, the programs possible under state and federal monies open the way for important changes in the library picture in Colorado. State funds and funds under the LSCA program can most effectively be applied to improve library service throughout the state if all projects, whether demonstration projects, special support projects, or formula-based grants-in-aid programs, are coordinated. The coordinator of aid programs might well call on small committees of Colorado librarians to help screen demonstration project proposals as well as to plan how best to initiate programs which may have state-wide implications.

g. Education and public information specialist.

It has been recommended that five full-time study scholarships, several part-time scholarships, and workshops for 200 non-professional librarians be programmed by the State Library. An education and public information consultant should be available to help screen candidates for study scholarships and to plan and organize workshops for non-professional librarians. These workshops provide the best opportunity available for upgrading the quality of non-professional librarians in the state. Financial resources available to the communities supporting libraries preclude the possibility that fully-qualified professionals will, in the foreseeable future, be engaged in most libraries in Colorado. A well-planned educational program administered by the State Library is, therefore, essential.

A skilled public information specialist can also be of inestimable value to area supervisors and other consultants in the development of their respective tasks.

h. Library building and equipment specialist.

Particularly because of the encouragement provided by the LSCA, new libraries and library improvements are being planned in a number of public libraries. Most of the communities in which these plans are being made are unable to pay for the consultant services which might help them to achieve the most desirable results with these major expenditures. One well-qualified library building and equipment consultant could serve throughout the state on these projects.

In addition, a specialist in this area will be able to provide adequate control and supervision of federally-provided funds.

i. Field services staff supervisor.

Coordination of field service programs and of the intermittent special consultant service programs provided by the State Library should be concentrated under a single administrator. Periodic meetings will be required to keep all of the consultant staff informed of developments in programs and of relevant experiences in all parts of the state. Standardization of methods of reporting and collation of statistics at all levels should be controlled by a single coordinator of field services.

j. Part-time consultants.

The State Library will intermittently have need for consultants in special areas who it will be uneconomic to maintain on the State Library payroll as full-time staff. For example specialists in psychometrics might be engaged to assist permanent staff in developing designs for demonstration projects. Similarly, if the State Library is to formulate routines for statistical reporting from all libraries, which will provide better data than are now being received, the services of a consultant statistician in planning reporting programs would be a great help. Again, if the burden of work on the building and equipment specialist becomes too great for management by a single person but not enough to

warrant the appointment of two such specialists, and the state is to provide the kind of service which local libraries need and cannot themselves provide for, the State Library should be able to call in part-time architects, engineers, library equipment consultants and other specialists to assist in the planning and construction of new libraries.

42. Ample travel allowances for consultants should be provided in the State Library budget to assure maximum opportunities for effective staff work.

If the proceeding ten recommendations are accepted, they can have their fullest impact on library service in the state only if adequate funds are provided to enable consultants to travel around the state to wherever they may be needed. Because of the large territories to be covered wherever it is practicable consultants should travel by air.

Ideally, travel funds should be budgeted annually so that consultants may plan their travel programs realistically in advance.

43. The State Library should as soon as possible discontinue the acquisition of books and non-print materials except as required by its own consultants in the performance of their duties. The State Library Branch at Grand Junction should also discontinue the acquisition of books and non-print materials.

Holdings at the State Library and at the Western Slope branch of the State Library are absolutely and relatively small. It is unrealistic to assume that the State Library may ever develop its holdings to a point where they match those of several other libraries in the state. In the meantime, however, a significant part of the State Library's annual operating budget is directed toward acquisitioning, processing, and maintaining the collection in Denver and, more recently, the collection at the Western Slope branch. Certain functions such as library service by mail to eligible patrons who live in isolated communities can be provided by contract with principal libraries of systems or other libraries which have holdings judged adequate for this purpose.

44. As soon as possible the State Library should discontinue the provision of bulk loans to public libraries and school libraries in the state.

An analysis of the bulk loan services to public libraries and school libraries over the past several years shows that these services are negligible in terms of the total need of all public libraries and school libraries. In addition, an examination of the most recent years' statistics in greater detail discloses that very few libraries are served by the State Library's collection. In the 12 months from July 1964 to June 1965 loans in any one month to public libraries ranged from one in December (a renewal of a bulk loan in July 1964) to nine loans in May and again in June 1965.

Bulk loans to school libraries were concentrated mainly in the months of September and October. In the 12 months through June 1965, 31 school districts received loans. The smallest individual "bulk" loan was six books. The smallest total to a school district in the year was 25 books. The largest total to any one district was 692 books. Table 14 lists the counties and school districts and the total number of books received by each district on bulk loan during the year. It will be noted that the only four districts receiving loans which totaled more than 500 volumes during the year were Jefferson County School District R1, covering schools in Denver, Golden, Arvada, etc., 598 volumes; Arapahoe County School District 2, covering Fort Logan and parts of Englewood, 625 volumes; El Paso School District 3, covering Security, 692 volumes; and Weld County District 6, concentrated in Greeley, 548 volumes.

The average number of books distributed during the year to the 31 school districts which received bulk loans was 221. If the four districts which received in excess of 500 volumes are excluded, the average received by the other 27 school districts was 162 volumes.

45. As soon as possible the State Library should contract with regional materials centers or other libraries for the provision of public library service by mail to individuals who are now authorized to receive direct loans by mail from the State Library.

46. The State School Library Supervisor should be transferred to the Office of Instruction of the Department of Education.

Table 14

BULK LOANS TO SCHOOLS
July 1964—June 1965

County	School District	Books Loaned
Adams	1	303
"	28(J)	225
Arapahoe	2	625
"	6	185
" (with Adams)	28(J)	
Baca	Re 3	125
Boulder	Re 2	100
Chaffee	Re 32(J)	290
Clear Creek	Re 1	410
Delta	50(J)	60
Dolores	Re1 (J)	275
"	Re4 A	250
Douglas	Re1 (J)	25
Eagle	Re50 (J)	42
Elbert	C 2	125
"	200	38
" (with Douglas)	Re1 (J)	
El Paso	3	692
Fremont (with Chaffee)	Re32 (J)	
Garfield (with Eagle)	Re50 (J)	
Gilpin	Re 1	252
Gunnison (with Delta)	50 (J)	
Jackson	R 1	94
Jefferson	R 1	598
Las Animas	2	150
"	3	126
"	82	100
Lincoln	Re31	150
Mesa (with Delta)	50 (J)	
Montezuma	Re 1	125
" (with Dolores)	Re 1 (J)	
Montrose (with Delta)	50 (J)	
Park	1	100
Phillips	Re 1 (J)	100
Routt (with Eagle)	Re50 (J)	
San Juan	1	185
Sedgwick	Re 3	255
Summit	Re 1	190
Teller	Re 2	100
Weld	6	548
Yuma (with Phillips)	Re 1 (J)	
Private Schools		435
Total books loaned		7,278

Shifting the position of State School Library Supervisor to the Office of Instruction would demonstrate at the state level the importance of organizationally tying the functions of the school librarians into the main stream of the total educational process. Effective curriculum planning at the school, district, and state levels requires that the individual charged with the responsibilities for school library development and management play an active role. This kind of working relationship between school librarians and curriculum planners is more the exception than the rule in Colorado State. In many school districts throughout the state, at both elementary and secondary school levels, the school library is never quite regarded as an integral part of the child's total school experience. Throughout the state only seven districts retain library supervisors and in several of these cases the degree of involvement in curriculum planning is negligible.

The opportunities for improved library service under the new federal Elementary and Secondary Education Act of 1965 can be most effectively exploited if at the state level direct organizational lines are established between the State School Library Supervisor and curriculum planners and subject specialists.

In assigning the State School Library Supervisor to a position in the Office of Instruction on a peer level with other state supervisors, the Department of Education would demonstrate by example the importance it places on planned coordination between all of the individuals involved in school planning rather than informal cooperation. Moreover, in making this shift, the Colorado Department of Education would be acting in consonance with nationwide trends. Table 15 shows that throughout the United States only eight states of the 38 which have established school supervisor positions are not assigned to the Office of Instruction, or comparable division, of the Department of Education.

Table 15

SCHOOL LIBRARY SUPERVISORS AT STATE LEVEL
1965

Within State Department of Education		Outside State Department of Education	No Position Budgeted or Budgeted but Not Presently Filled
Office of Instruction (or Comparable Division)	State Library Agency Staff	State Library Agency Staff	
Alabama	Colorado	Arkansas	Alaska
Arizona	Maryland	Michigan	Idaho
California	Massachusetts	Vermont	Maine
Connecticut	Minnesota		Missouri
Delaware	New Jersey		New Hampshire
Florida			New Mexico
Georgia			North Dakota
Hawaii			Ohio
Illinois			Oklahoma
Indiana			South Dakota
Iowa			Utah
Kansas			Wyoming
Kentucky			
Louisiana			
Mississippi			
Montana			
Nebraska			
Nevada			
New York			
North Carolina			
Oregon			
Pennsylvania			
Rhode Island			
South Carolina			
Tenneesee			
Texas			
Virginia			
Washington			
West Virginia			
Wisconsin			

Section V

STEPS TOWARD IMPLEMENTATION OF MAJOR RECOMMENDATIONS

Regarding the grants-in-aid program it is to be expected that not all communities will join the new systems at once. However, as the services of systems are developed and field staff are able to work with libraries to make clear to local boards the benefits of membership, more and more libraries can be expected to link themselves to established systems. It would seem reasonable that within five years most of the public libraries in the state will have joined and that many communities will have contracted with systems for library services.

The reference system should be fully operative within two years. If satisfactory contracts are negotiated with Denver Public Library, Colorado University and Bib Center adequate reference and research service for college faculties, doctoral students, institutional research workers and other professionals should be available almost at once. Within five years, given adequate funds, it would be expected that regional materials centers can be meeting a large percentage of reference requests.

In this section a series of steps are suggested which provide a tentative time schedule for implementing the recommendations set forth in the report. Certain steps can and should be taken at once. Other steps can be taken only after certain preconditions have been met.

Suggested action to be taken is sequentially noted for clarity in presentation only; the order in which steps are to be taken does not indicate a judgment as to their relative importance.

AT ONCE

1. The Colorado Council for Library Development appoints:
   a. a committee on grants-in-aid;
   b. a committee on state-wide reference centers;
   c. a committee on university scholarships.

2. The State Library discontinues acquisitions of print and non-print materials in both Denver and Grand Junction.

3. The State Library notifies all public libraries, school districts, state agencies, and other regular borrowers from the State Library's collection that no new loans will be made after April 30 1966, and that all books on loan must be returned by June 30, 1966.

4. The State School Library Supervisor is transferred to the Office of Instruction.

5. The State Library develops a comprehensive program of workshops for calendar year 1966; the program should schedule specific workshops both during the year and during the summer of 1966 showing content and location, a roster of probable instructors, and a plan for selection of workshop participants. (If a full-time education and public information specialist cannot be appointed at once, a part-time consultant should be engaged to undertake this task.)

FUTURE

1. By January 1, 1966, the committee on the grants-in-aid program should have advised the State Library on:
   a. necessary revisions in the Library Law;
   b. minimum levies for municipalities or counties which would be required for library grant-in-aid eligibility;
   c. the geographical areas of the respective library systems;
   d. regulations for establishment of state-chartered library systems;
   e. the regulations for the new grants-in-aid program.

2. By January 1, 1966, the committee on the state-wide reference program should have advised the State Library on:
   a. services to be performed by regional materials centers and state-wide reference centers, and terms of contracts to be entered into;
   b. designation of regional materials centers and state-wide reference centers;
   c. terms of contract for negotiation with the Bibliographic Center with respect to its recommended role in the state-wide reference program.

3. By April 1, 1966, the State Library should have prepared estimates of the number of volumes which must be processed during fiscal 1967 under the grants-in-aid program.

4. By July 1, 1966, the State Library should have entered into a contract for centralized purchasing and processing of books under the grants-in-aid program.

5. By July 1, 1966, new and/or revised contracts should have been signed with regional materials centers, state-wide reference centers and the Bibliographic Center.

6. By July 1, 1966, the committee on university scholarships should have completed its recommendations for scholarships to the State Library for the year.

7. By July 1, 1966, the State Library should have determined a plan for distribution of its holdings to appropriate libraries.

8. By December 31, 1966, the State Library should have completed the disposition of State Library materials.

ESTIMATED COSTS
PUBLIC LIBRARIES SYSTEMS PROGRAM

This section presents an estimate of the cost of the public libraries systems to be developed in accordance with the recommendations made in this report, and suggests a schedule for the systems' development. The formula used in preparing the estimate is explained in Appendix C .

It is assumed that not all the libraries or communities in Colorado will be eligible under the tax requirements laid down, nor that all those libraries which may be eligible will, in fact, apply for membership in systems in the first year of the program. It seems a reasonable hypothesis that the libraries which are today members of systems and therefore most aware of the benefits to be derived from such membership will be among the first libraries to join the newly formulated systems.

On the basis of the above hypothesis, Table 1 shows the estimated cost for direct grants-in-aid to libraries and systems in the first year. The individual libraries' grant entitlement on the basis of the population served and the assessed valuation is shown. Those county libraries which are today in systems are listed, with the grant to which each would be entitled on the basis of the area of the county and the population served. The direct grant to the respective systems on the basis of the total area of each plus the "true" population factor of those libraries included in the system are shown in the table.

The table shows only the cost of direct grants to the libraries or systems themselves, $133,683.94. In the case of grants to municipal and county public libraries, in addition to the cost shown, the state will undertake to pay the purchasing and processing cost of the books given to the member libraries. The additional cost has been calculated as follows. Grants to municipal and county public libraries totalled $42,528.56. The average retail price per title of trade books in 1964, as quoted in the Bowker Annual of Library and Book Trade Information, 1965, was $6.93. Library discounts vary, but assuming an average library discount of 30% per title, the discount on the retail price would be $2.01. The average cost to the state library, therefore, of books procured under its grant-in-aid program would be $4.92.

Table 1

ESTIMATED COST OF PUBLIC LIBRARIES SYSTEMS PROGRAM

First Year of Program

System and Member Libraries or Communities	Total MPL, CPL, or Community Grant-in-Aid	Direct System Grant-in-Aid	Total Grant-in-Aid to System and Members
Northeast Library System			
NECRL			
Crook PL	$ 300.00		
Fleming PL	300.00		
Brush PL	300.00		
Yuma PL	300.00		
System		$ 11,910.02	$ 13,110.02
Weld-Larimer System			
Weld CPL	2,776.40		
Ault PL	300.00		
Eaton PL	300.00		
Fort Lupton PL	300.00		
Platteville PL	300.00		
Windsor PL	300.00		
System		10,000.00	14,276.40
Southern Peaks Library System			
Alamosa City PL	509.49		
Conejos County	689.38		
Costilla County	500.00		
Mineral County	500.00		
System		10,000.00	12,198.87
Montrose Area/San Juan Basin Library System			
Montrose PL	400.21		
Naturita PL	300.00		
Nucla PL	300.00		
Uravan PL	300.00		
Norwood PL	300.00		
Durango PL	648.44		
Bayfield PL	300.00		
Cortez PL	501.98		
Dolores PL	300.00		
Mancos PL	300.00		
System		17,146.63	20,797.26
Capitol Area Library System			
Longmont PL	637.98		
Broomfield PL	394.30		
Lafayette PL	364.80		
Louisville PL	300.00		
Aurora PL	3,654.96		
Englewood PL	1,907.71		
Littleton PL	773.99		
Jefferson CPL	5,325.45		
Arvada PL	1,976.20		
Edgewater PL	551.16		
System		30,648.49	46,535.04
Mesa-Delta/Three Rivers Library System			
Garfield CPL	702.03		
Anvil Points (Rifle) PL	300.00		
Glenwood Springs PL	300.00		
Basalt PL	300.00		
Eagle PL	300.00		
Gypsum PL	300.00		
Redcliffe PL	300.00		
Pitkin CPL	500.00		
System		11,450.24	14,452.27
Denver Public Library	12,314.08		12,314.08
Total Cost All Libraries			133,683.94

Given the total grant to member libraries of $42,528.56, 8,644 books could be purchased from state grants. At an estimated cost of $1.00 per copy for purchasing and processing,[1] this would come to a further $8,644. The estimated cost for the grant-in-aid program to systems would therefore be $142,327.94 in the first year.

Certain factors in the estimate should be noted. The Northeast Library System is foreseen as including the present Northeast Colorado Regional Library. For the purpose of this calculation, that library is not shown as receiving any direct grant. The four member libraries are the public libraries of Crook, Fleming, Brush, and Yuma. If the present NECRL library were designated the principal library in the Northeast Library System, it would receive by contract with the system part or all of the $11,910 shown as the direct grant-in-aid to the system.

Appendix B which discusses possible system boundaries suggests that the Montrose Area and the San Juan Basin might be organized as two separate systems. An examination of the libraries which are today members of the Pathfinder system in the Montrose area, and the present San Juan Basin system, makes it clear that neither of these groups could in the immediate future provide an adequate base for a functioning system. Together, however, these two groups may be able to support a full system program and the calculations are based on such a system structure, shown in the table as the Montrose Area/San Juan Basin Library System.

The Mesa-Delta/Three Rivers system comprises, as shown on the table, only those libraries which are today members of the Three Rivers system. Those libraries could not, however, support a full system operation and the system postulated for the first year is one incorporating Mesa and Delta Counties as well. No direct member's grant-in-aid has been shown for any libraries in the Mesa/Delta two-county area. In due course, no doubt, libraries in those two counties could be expected to join the system. Initially, however, even if they did not join the system, given the funds available to the system, contracts for service could be made with major libraries in Mesa and Delta Counties.

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1 See page 30 for discussion of centralized purchasing and processing costs.

As indicated elsewhere in the report, it appears artificial to include Denver Public Library in a system. The table however shows a grant-in-aid to the Denver Public Library based on the population in Denver County and its assessed valuation, and including the county library entitlement for land area served.

The estimated cost of the public libraries systems program in the first year has been discussed above. The emphasis has been placed on bringing into a new system structure those libraries which are today operating as systems, plus the Denver Public Library. In subsequent years, emphasis would shift to the construction of additional systems covering the rest of the state, bringing into the systems program libraries not now being served by systems. In order to complete the systems structure envisaged, the following five additional systems, or systems covering these areas, would be required:

Pikes Peak Library System
Northwest Library System
Southeast Library System
Pueblo Southern Area Library System
Top of the Nation Library System

The basis for estimating the cost in subsequent years when the state has been completely systematized is as follows. There are approximately 75 libraries operating in the state today which have not been included in the systems outlined in Table 1. Of these 75 libraries, 38 are municipal libraries serving under 2,500 population. The minimum grant of $300 has been assumed for each of these. The balance of the municipal libraries serve populations ranging from under 5,000 (six libraries) to one library serving over 100,000. In addition, seven county libraries serve populations under 50,000, four serve populations over 50,000.

A frequency distribution was made of the libraries presumably entitled to grants above the minimum, according to the gross population categories served. A rounded average grant entitlement according to population was estimated for each of these libraries. The land area factor for the 11 county libraries, 2,558 square miles, was added, and the total estimated direct aid to the 75 libraries not now in systems was calculated. This came to $57,450 for the population/assessed valuation factor and $2,558 for the county libraries' square mileage factor, or $60,008.

Assuming the same cost per book, as in the earlier formulation, $60,008 would provide for 1,220 volumes. At $1.00 per book $1,220 was added to the cost of the direct grants to member libraries, for a total of $61,228.

Turning to the calculation of the direct grants for the systems, the counties comprising the newly to-be-formed systems cover 48,432 square miles. Adding for systems the gross population factor shown in the members grants, less $4,000 to cover the approximate difference between the minimum grants to libraries and the "true" population factor, gives $48,432 for the land factor, plus $53,450 for the population factor, or a total of $101,882 in direct grants to systems. Adding to that figure the $61,228 calculated as the cost of direct grants to member libraries plus book processing costs, gives a total of $163,110 for additional grants-in-aid to systems above the cost estimated for the first year of operation.

This estimate (not tabulated) does not provide for the inclusion of new libraries which might be formed or the membership of additional communities which today are not served by libraries. It does, however, provide a reasonable estimate of the annual direct cost to the state of grants-in-aid to systems. It should be possible within the five years following the first year of the program to bring into systems all libraries now operating in the state.

Thus, on the recommended formula, given membership in systems by all libraries presently in existence in Colorado, the total annual cost after five years of the direct grant-in-aid program for the development of public library systems would be approximately $300,000 per annum, or an incremental growth of approximately $40,000 per year after the first year.

SYSTEM DEVELOPMENT

On the basis of data available and suggestions and recommendations of librarians in Colorado, a tentative system structure has been prepared. For the sake of simplicity, each of the 13 suggested systems comprises two or more whole counties. A more careful examination both of population distribution and of library resources will point to better system demarcations,[1] but the following groupings provide at least a working basis for consideration of some of the problems to be considered.

1. Northeast Library System
   - Kit Carson
   - Logan
   - Morgan
   - Phillips
   - Sedgwick
   - Washington
   - Yuma

2. Weld-Larimer Library System
   - Larimer
   - Weld

3. Pikes Peak Area Library System
   - Douglas
   - Elbert
   - El Paso
   - Lincoln
   - Teller

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1 The demarcation of school districts provides analogies to how systems might be defined to incorporate parts of counties, where population distribution, library location, and topography dictates such delineation. For example, Gunnison County's school districts in 1964 included one jointly with Saguache County, one with Montrose and Ouray Counties and one with Delta, Mesa and Montrose Counties. Weld and Adams Counties jointly shared one of their several school districts, as did Garfield and Mesa Counties, Chaffee and Fremont and several others.

4. **Northwest Library System**
   - Moffatt
   - Rio Blanco
   - Routt

5. **Southern Peaks Library System**
   - Alamosa
   - Conejos
   - Costilla
   - Mineral
   - Rio Grande
   - Saguache

6. **Southeast Library System**
   - Bent
   - Boca
   - Cheyenne
   - Crowley
   - Kiowa
   - Otero
   - Prowers

7. **Mesa-Delta Library System**
   - Delta
   - Mesa

8. **Montrose Area Library System**
   - Gunnison
   - Hinsdale
   - Montrose
   - Ouray
   - San Miguel

9. **Capitol Area Library System**
   - Adams
   - Arapahoe
   - Boulder
   - Clear Creek
   - Gilpin
   - Jefferson

10. Pueblo Southern Area Library System
    - Custer
    - Fremont
    - Huerfano
    - Las Animas
    - Pueblo

11. Top of the Nation Library System
    - Chaffee
    - Grand
    - Jackson
    - Lake
    - Park
    - Summit

12. San Juan Basin Library System
    - Archuleta
    - Dolores
    - La Plata
    - Montezuma
    - San Juan

13. Three Rivers Library System
    - Eagle
    - Garfield
    - Pitkin

As indicated in the report, Denver would not be a member of any multi-library system, but would be entitled to receive book aid corresponding to what it would have received as a system member.

On the basis of 1965 population figures (as estimated by the State Planning Commission) the Northwest Library System comprising Moffatt, Rio Blanco, and Routt Counties would cover the smallest potential population, 19,300, with the Three Rivers Library System which includes Eagle, Garfield and Pitkin Counties, next with 20,700 population. If these two proposed systems were merged into one northwest library system, the area to be served would be 16,000 square miles, significantly larger than any other system area. Service, particularly on the Western Slope, over so large an area may be too difficult to achieve during certain months of the year. Familiarity with the mountain passes and the road system will help the recommended

Grants-in-Aid Sub-Committee to decide on an optimum system structure for the Western Slope.

In contrast to the problem presented by the Northwest system, the Capitol area library system outlined may be too large. It includes six counties around Denver, including three of the four counties now served in the JADA cooperative program, plus Gilpin, Clear Creek and Boulder Counties. The total population estimated for 1965 in this six-county area is 563,800.

Many factors will have to be taken into account in deciding whether the suggested Capitol area library system might better be broken up into two or more systems.

Once the area to be covered by a system is determined, the land area factor in a system's grant-in-aid will be invariable. The population factor, however, will depend on the population served by the libraries or communities which apply for membership in the respective systems.

Table 1 in Appendix C outlines what the grants-in-aid would be to the systems assuming the indicated hypothetical membership of each of the systems. The system memberships hypothesized in that table are all those libraries which in the year 1964-65 received basic or continuation grants-in-aid. For example, the Northwest Library System in that table covers a total of 10,347 square miles, comprising Moffatt, Rio Blanco, and Routt Counties. The population factor, however, in the table covers only the population of the one library in the three counties which received any grant-in-aid during the base year, Steamboat Springs Public Library in Routt County.[1] The balance of the population in this three-county system has not been included in the table in calculating the population factor in the grant-in-aid to the system.

An examination of Colorado State Library statistics based on the 1964 annual reports shows that none of the libraries in the three counties has a full-time professional staff member. If the three Counties, Eagle, Garfield, and Pitkin, in the suggested Three Rivers Library System were added to make a single northwest library system covering all six counties, this would still not add significantly to the professional staff to serve the enlarged system.

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1 In practice no system would be authorized with only one member.

These factors alone suggest how tentative must be the system structure outlined, pending basic decisions by the State Library as to the extent to which it will help create or develop from existing libraries at least a single library within an area strong enough to serve as the principal library for the system, or which it may contract to provide service to area residents. It is clear that it requires more than the readiness of a defined number of libraries or communities to form a system to warrant one being established.

An examination of the present situation among libraries in the other suggested systems areas further points up how difficult may be the establishment of even 13 systems adequately staffed and with adequate resources to provide acceptable system service to member libraries. Taking them in order of their listing above, the Northeast Library System would include the present NECRL Library at Yuma. This library now serves a population of 58, 295 and much of the area covered by the proposed northeast system. The staff of the library, however, as also the holdings, would not be sufficient to provide true system-wide service. The statistics for NECRL for 1964 show one professional librarian (according to the terms of the manual) and holdings of 22, 485 books. Even the library at Sterling in Logan County shows slightly higher book holdings, 25, 000. That library, however, has no professional staff and reports one sub-professional staff member. Fort Morgan Library in Morgan County reports approximately 24, 000 books and one professional librarian; Brush Carnegie Library in Morgan also reports one professional but shows a total of 23 hours of staff time with no sub-professional or clerical staff at the library. Its holdings are reported to total 12, 719 books. The other counties proposed for inclusion in the system show an even less favorable picture. The total resources of the Northeast Library System would, therefore, need to be greatly expanded if it were to provide system service at the level envisaged.

In the Weld-Larimer System both Weld and Larimer Counties have libraries which today serve populations in excess of 50, 000. In both counties professional staff are available. A system could, presumably, contract with one or other of the libraries in these two counties to carry out the services required.

Similarly, the Pikes Peak Area Library System suggested already has a regional library serving a population of 168, 000 which could be contracted with to provide the system services required.

In the Southern Peaks Library System proposed, the present City of Alamosa-Southern Peaks Library could provide a base for a principal library for the system.

The present LAVRL headquarters at Las Animas has a professional librarian but the staff is clearly not adequate, nor are the holdings, to serve the projected Southeast Library System. Two libraries in Otero County are reported to have holdings at least as strong as those at the LAVRL headquarters library.

Considering a Mesa-Delta Library System, the Grand Junction County Library and the Grand Junction Public Library both have professional librarians, and holdings at the two libraries are reported to be relatively good compared to the holdings in most other libraries in the state. If the state provides the resources for the establishment of a regional materials center at Grand Junction, a system in this area should be well able to meet the needs of the member libraries in the two counties. Because of the special weaknesses of the Three Rivers area and the Northwest area, it may, perhaps, be preferable for a single system to operate out of the Mesa-Delta area with sub-systems served by contract in the Northwest and Three Rivers areas at least on an interim basis.

The Montrose Area Library System proposed also lacks any collection currently large enough to support system service and only one library which it is believed has a full-time professional staff member.

The Capitol Area Library System and the Pueblo Southern Area Library System can be assumed to have resources adequate to serve as the basis for principle libraries, but the Top of the Nation Library System includes no library with adequate holdings or the basis for a professional staff to serve as a principle library.

In the San Juan Basin Library System, the library at Durango provides perhaps the only possible beginning for a principle library. All these specific factors must be kept in mind when delineating systems.

Even the above summary may overstate the possibilities in the present libraries. Reports of professional staff are unreliable because, as indicated above, the definition for professional staff in the manual does not distinguish between professionally-qualified staff and those who

are classified as professional staff because they have had some library experience. The statistics are also inherently incompatible. For example, one library reported having five professional staff members and showed a total of two professional staff hours. (One of the valuable functions of an integrated systems program might be to ensure standardization of reporting definitions and reconciliation of reported statistics.)

It is clear from the above summary of the areas which might be incorporated into systems that, poor as such systems may be, the alternative system program inherent in the present regulations would be unable to cover all the areas of the state and would be even less likely to meet any reasonable system standards.

If the state is to delineate the areas in which a system may be established, it will have to establish also regulations for the formation of systems. It has been recommended that the systems be separate entities from any of the member libraries, incorporated as independent bodies. Systems should be authorized to contract for services with any libraries in the area covered or, if desirable, with any libraries outside the area. Thus, a system might contract with the principle library in the area, if it were strong enough, to provide services for all libraries in the area or perhaps for only a part of the area. It might also contract with the same or another library to maintain the accounts for the system's activities, including the screening and reporting of grant-in-aid expenditures. If the professional librarian at one of the libraries in the system was particularly competent to serve as acquisitions consultant, the system might contract with that library to provide the screening services on acquisitions lists from libraries which did not have professional librarians. If, because of location, a bookmobile might be best operated from a library which is not itself the principal library in the system, the system board of trustees could contract for a bookmobile center to be operated out of the secondary library. (In order to sharply separate public library service to communities from school library services, bookmobile stops might be made at post offices rather than at public schools.)

GRANT-IN-AID PROGRAM FORMULA FOR PUBLIC LIBRARY SYSTEM DEVELOPMENT

This appendix sets out in detail a suggested formula for the calculation of grants-in-aid to system members and to the system itself. It also illustrates by an examination of the results possible under the present formula, a significant basic difference between the proposed formula and the present unit formula. (A summary comparison of the major differences between the present and proposed grant-in-aid programs is shown in the main body of the report in Table 13.

The State Library will have to determine the tax base upon which eligibility for system membership should be granted. At present eligibility depends on the per capita tax support level provided for library services in a community. This criterion discriminates against the poor community in favor of the richer one. It is suggested that the tax base might, more fairly, be related to the assessed valuation in a community. Thus, the relative contribution in support of library service by two communities of the same size but with widely differing economic bases would be judged not on the tax contribution per capita but on the tax contribution related to the community's ability to pay.

The Formula

Four main factors were taken into account in designing the recommended formula.

1. State aid to libraries or communities should be related both to the absolute needs of the community and the relative ability of the community to provide library services to its constituents.

   The formula proposed takes into account the assessed valuation of the community as well as the population served.

2. Small communities are less able than larger communities to provide adequate library service to their constituents.

   In allowing for differences in population, almost any weighting factor has an arbitrary element. Reference was made to

ALA standards in the search for a logical weighting. ALA standards on book hodlings reflect the library profession's appreciation of relative needs in small and large communities.

When measuring adequacy of holdings ALA considers libraries in three categories: libraries serving populations under 5,000, libraries serving populations between 5,000 and 49,999 and libraries serving populations of 50,000 or more. The smaller the population served, the higher the per capita book holdings required under ALA standards. For populations under 5,000, the standards call for three volumes per capita; for populations between 5,000 and 49,999, two per capita; and for populations of 50,000 or more, 1.5 per capita. Differential population weightings in the formula proposed here are based on these weightings observed in the ALA standards.

3. Libraries serving widely dispersed communities have greater difficulty in providing adequate library service than communities with highly concentrated populations.

Municipal libraries most generally cover a fairly limited area. County public libraries, on the other hand, by definition serve a much larger area and a widely dispersed population. In order to provide in the formula for the cost of serving a dispersed population, a factor has been included for the area of the county.

4. Public library systems offer ways of improving library service which may not be available to small independent libraries.

Under the proposed formula, only libraries which are members of systems are eligible to receive grants-in-aid and systems receive substantial grants which increase as more libraries become members of the system.

The formula is summarized below. In translating the ALA ratios for use in the formula, the corresponding weightings are on factor unit per capita for populations under 5,000, plus two-thirds factor unit per capita for populations from 5,000 to 49,999, plus one-half factor unit per capita for populations in excess of 49,999.

1. $\frac{\text{Population}^{a}}{\text{Assessed valuation (000)}^{b}}$ = Factor

2. For municipal and county public libraries:

   Population up to 5,000 x factor

   + population 5,000—49,999 x $\frac{2}{3}$ factor

   + population 50,000 or over x $\frac{1}{2}$ factor

   x dollars = population-based grant-in-aid entitlement.

3. For county public libraries, in addition to above:

   $.10 per square mile in county area.

4. For systems:

   Population factor as calculated in 2. above for each member library + $1.00 per square mile in total area of system.

5. Minimum grants:

Municipal library or community	$ 300.00
County library	500.00
System	10,000.00

a Estimated 1965 population used in illustration.
b Assessed valuation for 1963 used in illustration.

Table 1 tabulates the grant-in-aid entitlement for hypothetical member libraries and hypothetical systems. The systems hypothesized are those 13 systems suggested in Appendix B. The member libraries hypothesized are those libraries which in the year 1964-65 received grants-in-aid from the state.

The table shows for each system the counties included in the system area and under each county those libraries, municipal or county, which received grants-in-aid in 1964-65. County libraries are identified with the letters CPL.

Table 1

HYPOTHETICAL DIRECT GRANT-IN-AID PROGRAM
PUBLIC LIBRARIES

System and Member Libraries	Population (Est. 1965)	Assessed Valuation 1963 (000)	Factor	< 5,000 x Factor	5,000-49,999 x 2/3 Factor	5,000 and over x 1/2 Factor	Area Grant @ $.10/sq.M.	Total Grant-in-Aid [a] ($)
Northeast Library System								
Logan County								
Crook	230	148	1.55	3,565				300.00
Fleming	364	338	1.08	3,931				300.00
Morgan County								
Brush	3,621	4,612	.79	28,606				300.00
Fort Morgan	8,100	10,907	.74	36,992	15,195			521.87
Washington County								
Yuma County								
Yuma	2,000	2,679	.75	15,000				300.00
Kit Carson County								
Flagler	750	953	.79	5,925				300.00
Sedgwick County								
Sedgwick	276	226	1.22	3,367				300.00
Phillips County								
Haxtun	1,025	1,326	.77	7,893				300.00
Holyoke	1,660	2,594	.64	10,624				300.00
Weld-Larimer Library System								
Weld County								
Ault	801	957	.64	10,704				300.00
Eaton	1,300	1,967	.66	8,580				300.00
Fort Lupton	2,250	2,407	.93	20,925				300.00
Greeley CPL	79,000	165,173	.48	23,995	144,000	92,803	400.40	3,008.38
Hudson	495	371	1.33	6,584				300.00
Platteville	625	453	1.38	8,625				300.00
Windsor	1,560	1,345	1.16	18,096				300.00
Larimer County								
Fort Collins	31,000	36,420	.85	42,492	147,186			1,896.78
Loveland	13,500	18,282	.74	36,993	41,899			788.92
Pikes Peak Area Library System								
El Paso County								
Colorado Springs [b]	90,000	123,436	.73	36,493	219,000	146,004		4,015.97
Manitou Springs	5,000 [c]	4,846	1.04	51,990	7			519.97
Security	17,000		.70	34,993	56,005			909.98
Elbert County								
Kiowa CPL	3,675	14,752	.25	9,188			187.50	500.00
Lincoln County								
Limon	1,950	2,254	.87	16,965				300.00
Teller County								
Douglas County								

System and Member Libraries		Population (Est. 1965)	Assessed Valuation 1963 (000)	Factor	< 5,000 x Factor	5,000-49,999 x 2/3 Factor	5,000 and over x 1/2 Factor	Area Grant @ $.10/sq. M.	Total Grant-in-Aid [a] ($)
Northwest Library System									
Moffatt County									
Rio Blanco County									
Routt County									300.00
Steamboat Springs		2,050	2,940	.70	14,350				
Southern Peaks Library System									
Alamosa County									509.49
Alamosa		6,600	7,817	.84	41,992	8,957			
Conejos County									
Costilla County									
Mineral County									
Rio Grande County									313.90
Monte Vista		3,650	4,233	.86	31,390				
Saguache County									505.05
Saguache	CPL	4,650	11,409	.41	19,065			314.40	
Southeast Library System									
Bent County									479.50
Las Animas		3,500	2,561	1.37	47,950				
Prowers County									
Crowley County									300.00
Ordway		1,200	992	1.21	14,520				
Cheyenne County									
Kiowa County									500.00
Eads	CPL	2,400	13,698	.18	4,320			179.20	
Otero County									691.57
La Junta		8,900	9,792	.91	45,491	23,666			300.00
Manzanola		562	471	1.19	6,688				428.38
Rocky Ford		5,150	6,149	.84	41,992	846			300.00
Swink		375	430	.87	3,263				
Baca County									500.00
Springfield	CPL	6,425	23,030	.28	13,997	2,662		256.50	
Mesa-Delta Library System									
Mesa County									300.00
Collbran		310	211	1.47	4,557				1,062.40
Grand Junction		22,400	35,224	.64	31,994	74,246			2,575.15
Grand Junction	CPL	54,400	92,889	.59	29,494	177,000	17,901	331.20	300.00
Palisade		860	1,110	.77	6,622				
Delta County									300.00
Hotchkiss		626	580	1.08	6,761				300.00
Paonia		1,083	1,057	1.02	11,047				

System and Member Libraries		Population (Est. 1965)	Assessed Valuation 1961 (000)	Factor	< 5,000 x Factor	5,000-49,999 x 2/3 Factor	5,000 and over x 1/2 Factor	Area Grant @ $.10/sq. M.	Total Grant-in-Aid [a] ($)
Montrose Area Library System									
Montrose County									
Montrose		5,400	7,068	.76	37,992	2,029			400.21
Ouray County									
San Miguel County									
Hinsdale County									
Gunnison County									
Gennison		4,100	3,561	1.15	47,150				471.50
Capital Area Library System									
Jefferson County									
Arvada		36,000	47,012	.77	38,492	159,128			1,976.20
Edgewater		5,300	4,996	1.06	52,989	2,127			551.16
Golden	CPL	178,000	335,350	.53	26,495	159,000	452,270	78.50	6,456.15
Adams County									
Arvada		66,000	77,751	.85	42,492	255,000	68,004		3,654.96
Aurora		8,000	9,150	.87	43,491	17,406			690.97
Brighton		17,500	22,134	.79	39,492	65,839			1,053.31
Westminster									
Westminster	CPL	153,500	253,039	.61	30,494	183,000	420,906	124.60	6,468.60
Arapahoe County									
Aurora									
Englewood		36,700	50,195	.73	36,493	154,278			1,907.71
Littleton		19,000	34,927	.54	26,995	50,404			773.99
Clear Creek County	CPL								
Georgetown		321	409	.78	2,504				300.00
Gilpin County	CPL								
Boulder County									
Boulder	CPL	50,250	75,480	.67	33,493	201,000	840		2,353.33
Broomfield		6,600	10,218	.65	32,494	6,936			394.30
Lafayette		2,850	2,234	1.28	36,480				364.80
Longmont		14,000	24,327	.58	28,994	34,804			637.98
Louisville		2,110	2,026	1.04	21,944				300.00
Pueblo Southern Area Library System									
Pueblo County									
Pueblo		97,000	102,279	.95	47,491	285,000	223,255		5,557.46
Fremont County									
Canon City		10,450	11,268	.93	46,491	33,796			802.87
Florence		2,850	2,269	1.26	35,910				359.10
Custer County									
Huerfano County									
Las Animas County									
Trinidad		10,800	7,695	1.40	69,986	54,138			1,241.24

System and Member Libraries		Population (Est. 1965)	Assessed Valuation 1963 (000)	Factor	< 5,000 x Factor	5,000-49,999 x 2/3 Factor	5,000 and over x 1/2 Factor	Area Grant @ $.10/sq. M.	Total Grant-in-Aid [a] ($)
Top of the Nation Library System									
Chaffee County									
Salida		4,850	4,529	1.07	51,895				518.95
Lake County									
Leadville		4,500	2,265	1.99	89,550				895.50
Park County									
Summit County									
Frisco	CPL	2,000	7,559	.26	5,200			61.20	500.00
Grand County									
Hot Sulphur Springs	CPL	3,700	11,913	.31	11,470			184.00	500.00
Jackson County									
Walden	CPL	1,775	8,529	.21	3,728			162.20	500.00
San Juan Basin Library System									
Montezuma County									
Dolores		861	670	1.29	11,007				300.00
Mancos		850	522	1.63	13,855				300.00
La Plata County									
Bayfield		345	243	1.42	4,899				300.00
Durango		11,200	15,805	.71	35,493	29,351			648.44
Dolores County									
Archuleta County									
San Juan County									
Silverton		800	561	1.43	11,440				300.00
Three Rivers Library System									
Garfield County									
Glenwood Springs		4,200	6,064	.69	28,980				300.00
New Castle	CPL	12,600	31,636	.40	19,996	20,268		299.40	782.04
Eagle County									
Pitkin County									
Aspen	CPL	3,150	14,393	.22	6,930			97.40	500.00
Denver County									
Denver		527,000	1,169,943	.45	22,496	135,000	1,073,252	66.00	12,373.48

a Municipal public libraries: minimum $300; county public libraries: minimum $500.
b Pikes Peak Regional District Library.
c Population served; factor for entire county used as base.

The first column in the table shows the estimated population in 1965 for each of the libraries listed. The assessed valuation of the individual towns or counties is then shown. The population divided by the assessed valuation provides the factor shown in column three.

The subsequent columns show for each library the grant-in-aid entitlement calculated on the population in the first column.

The county public libraries' grants-in-aid include in addition to the population/assessed valuation factors a factor for the land area covered. The final column shows either the minimum grant-in-aid, $300 for municipal libraries and $500 for county libraries, or the actual grant-in-aid entitlement according to the population/assessed valuation calculations.

A comparison of the calculations for two libraries in the table may help to illustrate how the formula would be applied. Gunnison, in Gunnison County, with an estimated population in 1965 of 4,100 and an assessed valuation in 1963 of $3,561,000, would have a factor of 1.15. Glenwood Springs in Garfield County with an estimated population in 1965 of 4,200 and an assessed valuation in 1963 of $6,004,000, would have a factor of .69. Calculating the grant on the basis of these two widely divergent factors would produce $471.50 for Gunnison. Glenwood Springs' entitlement produces $289.80. This library would, however, be eligible for the minimum grant of $300.

In Table 2 the grants-in-aid to system headquarters are shown assuming the hypothetical system membership covered in Table 1.

In calculating grants-in-aid to systems, a population/assessed valuation factor plus a land factor are considered. The actual population/assessed valuation factor for each of the member libraries, municipal or county, plus the total land area comprehended by the system, at $1.00 per square mile comprise the grant-in-aid to the systems. Thus, as soon as a system is formed no matter how complete is its membership from among the libraries potentially eligible, it receives an entitlement for the full land area it covers. It may have member libraries at the periphery of the land area but not yet include all the nearer libraries. Its responsibilities, therefore, include serving over an area the size of the system's total area.

Table 2

GRANTS-IN-AID TO SYSTEMS HEADQUARTERS
(Assuming Hypothetical Membership) [a]

System	Land Area in Square Miles @ $1.00/Per Sq. Mile	"True" Population Factor	Total Land and Population Factors	Grant-in-Aid [b]
Northeast Library System	11,399	$ 1,301.98	$12,709.98	$12,709.98
Weld-Larimer Library System	6,618	6,028.82	12,646.82	12,646.82
Pikes Peak Area Library System	7,169	5,707.45	12,876.45	12,876.45
Northwest Library System	10,347	143.50	10,490.50	10,490.50
Southern Peaks Library System	8,185	1,014.04	9,199.04	10,000.00
Southeast Library System	11,342	2,053.95	13,395.95	13,395.95
Mesa-Delta Library System	4,469	3,596.22	8,065.22	10,000.00
Montrose Area Library System	8,357	881.90	9,238.90	10,000.00
Capitol Area Library System	4,977	27,242.84	32,219.84	32,219.84
Pueblo Southern Area Library System	11,072	7,960.67	19,032.67	19,032.67
Top of the Nation Library System	7,659	1,618.43	9,277.43	10,000.00
San Juan Basin Library System	6,564	1,060.45	7,624.45	10,000.00
Three Rivers Library System	5,653	761.74	6,414.74	10,000.00

a See Table 1 for hypothetical membership assumed.
b Minimum grant-in-aid to systems $10,000.

As new member libraries join the system, it receives a grant related to the population being served. Because the relative wealth of the community served by the new member library has been allowed for in calculating that library's population factor, the system's compensation to the system will be related to the comparative need of the new member to be served.

An Examination of the Present Formula

The unit system of fund allocation in the present program provides the element in the program which is perhaps most restrictive to the development of systems. Establishing as it does that a fixed sum of state support should be distributed with reference only to the unit entitlement of the libraries, it discourages the extension of systems because it creates a conflict of interest between libraries in systems and those libraries not yet served by systems. An illustration of how this may happen is hypothesized in the following tables. Table 3 formulates how two alternative developments would affect the unit value of a given total sum of grant-in-aid money. Eligible municipal public libraries (MPL) with populations under 5,000 or county libraries (CPL) with populations under 10,000 receive three units per capita. Municipal public libraries with populations ranging from 5,000 to 9,999 and county public libraries or multi-county libraries with populations ranging from 10,000 to 24,999 receive two units per capita. Municipal libraries with populations over 10,000 and county or multi-county libraries with populations over 25,000 receive one unit per capita. Section A of the table indicates how 27 municipal and county libraries of varying sizes might be distributed in systems. Section B shows the distribution according to population of a further 104 libraries not in systems. Combined, the two sections include a hypothetical 131 libraries.

The first column in Section A and B shows the average population served by the individual municipal public libraries and county public libraries. The second column shows the total population that might be covered by the groups of libraries shown in each population category.. Column 3 shows for each group of libraries the total grant units which would be earned by the individual libraries in the group according to the present formula.

Column 4 shows the membership-bonus unit calculation for libraries which are members of systems at .5 units per capita.

Table 3

HYPOTHETICAL GRANT-IN-AID ATTRIBUTIONS IN TERMS OF UNITS

Number of Libraries [a]	Units Per Capita	Average Population Served	Total Population Served	Total Individual Library Grants (Units)	Total System Membership Bonus @ .5 Per Capita (Units)	Total Bonus To System @ .5 Per Capita (Units)	Total Area Grant @ 5 Per Square Mile (Units) [b]	Total Units Allocated
SECTION A								
In System								
15 MPL	3	1,300	19,500	58,500	9,750	9,750	1,375	79,875
2 CPL	3	4,000	8,000	24,000	4,000	4,000	15,000	47,000
2 MPL	2	7,000	14,000	28,000	7,000	7,000	250	42,250
1 CPL	2	12,000	12,000	24,000	6,000	6,000	7,500	43,500
5 MPL	1	55,000	275,000	275,000	137,500	137,500	625	550,625
2 CPL	1	100,000	200,000	200,000	100,000	100,000	15,000	415,000
Total 27	—	—	528,500	609,500	264,250	264,250	10,250	1,178,250
SECTION B								
Not In System								
60 MPL	3	1,300	78,000	234,000	—	—	—	234,000
10 CPL	3	4,000	40,000	120,000	—	—	—	120,000
8 MPL	2	7,000	56,000	112,000	—	—	—	112,000
3 CPL	2	12,000	36,000	72,000	—	—	—	72,000
20 MPL	1	55,000	1,100,000	1,100,000	—	—	—	1,100,000
3 CPL	1	100,000	300,000	300,000	—	—	—	300,000
Total 104	—	—	1,610,000	1,938,000	—	—	—	1,938,000
						A+B Total Unit Cost		3,116,250
SECTION C								
Added to System [c]								
30 MPL	—	—	39,000	—	19,500 [d]	19,500 [d]	3,750 [d]	42,750 [d]
5 CPL	—	—	20,000	—	10,000	10,000	37,500	57,500
4 MPL	—	—	28,000	—	14,000	14,000	500	28,500
2 CPL	—	—	24,000	—	12,000	12,000	15,000	39,000
10 MPL	—	—	550,000	—	275,000	275,000	250	551,250
1 CPL	—	—	150,000	—	75,000	75,000	7,500	157,500
Total 52	—	—	811,000	—	405,500	405,500	65,000	876,500
						A+B+C Total Unit Cost		3,992,750

a MPL— Municipal Public Library
CPL— County Public Library.

b Based on 25 square miles per metropolitan public library and 1,500 square miles per county public library.

c Approximately 50% of libraries in Section B.

d Represents additional unit attribution of new system members; the basic individual library grants remain unchanged.

Column 5 shows the per capita bonus to the system, as distinct from system-membership bonus to the member library, again at .5 units per capita. Column 6 shows the total units earned per square mile for the system. It is hypothesized that the average area served by municipal public libraries would be 25 square miles, by county public libraries 1,500 square miles. The final column shows the total units earned by the libraries.

The 27 system-member libraries in Section A would have earned 1,178,250 units and the 104 libraries not in systems, summarized in Section B, would have earned 1,938,000 units, for a total distribution of 3,116,250 units.

Section C tabulates the situation following a decision by half the 104 libraries outside systems to become members of systems. The basic grants of these 52 libraries have already been covered in Section B. The additional unit entitlements shown in Section C cover the 52 libraries' system-membership bonus, plus the bonus to the systems, and the area bonus. These entitlements, as shown in Section C, add a further 876,500 units to the unit total of 3,116,250 presented above.

In addition to the unit entitlement of individual libraries, the present state grant-in-aid program allocates a total of 600,000 units to regional materials centers and a further 200,000 units to reference centers. Ignoring the other state grants, such as demonstration grants and professional training grants, which are not related to a unit value, it is now possible to calculate the unit value under two different stages of system development assuming $200,000 available for the total state program.

For a program covering 27 libraries in systems and 104 libraries not in systems, i.e. the libraries in Sections A and B of the table, the total number of units to be distributed would be 3,916,250, which would mean a value of 5¢ per unit. For a program covering 79 libraries in systems and 52 libraries not in systems, i.e. supposing half the non-member libraries in Section B became members, the total number of units would be 4,792,750, for a value of 4¢ per unit.

Table 4 indicates the grant which would be available to system members and to libraries which were not members of systems, given these alternative system programs and consequent values per unit.

GRANT PER LIBRARY ACCORDING TO EXTENT OF SYSTEM MEMBERSHIP [a]

Type of Library [b]	Units Per Capita	Average Population	Individual Grant (Units)	System Membership Bonus (Units)	Total Grant System Member		Total Grant Non-Member Library	
					@ $.05 Per Unit	@ $.04 Per Unit	@ $.05 Per Unit	@ $.04 Per Unit
MPL	3	1,300	3,900	1,950	292.50	234.00	195.00	156.00
CPL	3	4,000	12,000	6,000	900.00	720.00	600.00	480.00
MPL	2	7,000	14,000	7,000	1,050.00	840.00	700.00	560.00
CPL	2	12,000	24,000	12,000	1,800.00	1,440.00	1,200.00	960.00
MPL	1	55,000	55,000	27,500	4,125.00	3,300.00	2,750.00	2,200.00
CPL	1	100,000	100,000	50,000	7,500.00	6,000.00	5,000.00	4,000.00

a See Table 3 for system memberships hypothesized
b MPL — Municipal Public Library
CPL — County Public Library

The table indicates the average population for municipal public libraries (MPL) and county public libraries (CPL) in the various population categories. Column 2 shows individual libraries' unit entitlement under the formula; column 3 shows the system-membership bonus at .5 units per capita for libraries in systems.

Columns 4 and 5 show for system-member libraries the grant to which each would be entitled if 27 libraries were members of systems or, alternatively, if 79 libraries were members of systems. In the first instance, the more limited membership would result in a unit value of 5¢ which would ensure a higher dollar value to the grant than if the second instance prevailed, with 79 member libraries in systems.

Columns 6 and 7 show the corresponding calculations for libraries not in systems. It is evident that libraries which remain outside systems have a financial interest in discouraging other libraries from joining systems. The table shows that for municipal public libraries with an average population of 1,300, the minimum grant would apply in either program. For libraries above the minimum grant level, remaining outside systems, there is a clear disadvantage as systems expand.

Table 5 shows the impact on individual systems of increasing the extent of system membership given alternative postulations about the average size of systems. Section A of this table is based on the assumption that the population, and the area served, of the 27 libraries in systems are ditributed equally among each of six systems. The average population is then 88,083 and the average area covered is 1,341 square miles. Column 2 shows the bonus to the average system at 0.5 units per capita. Column 4 shows the average area grant at 5 units per square mile. Column 5 shows the total units earned by each of the six systems.

Section B of the table shows the situation if the extended system membership of 79 libraries were distributed among the same six systems. It is probably more likely, on the basis of past experience, to expect that instead of joining existing systems, libraries newly becoming system members would create new systems. On that assumption, Section C shows the situation in the event that the 79 libraries were distributed among 15 systems rather than six. Each of the 15 systems hypothesized in Section C would have approximately five member libraries.

Table 5

GRANT PER SYSTEM ACCORDING TO EXTENT OF SYSTEM MEMBERSHIP[a]

Number of Systems Assumed	Average System Population	Bonus to System .5 Unit Per Capita	Average System Area	Area Grant @ 5 Units Per Square Mile	Total Units	Total Grant	
						@ $.05 Per Unit	@ $.04 Per Unit
SECTION A							
Each of 6 Systems[b]	88,083	44,042	1,341	6,715	50,757	2,537.85	—
SECTION B							
Each of 6 Systems[c]	223,250	111,625	3,525	17,625	129,250	—	5,170.00
SECTION C							
Each of 15 Systems[d]	89,300	44,650	1,410	7,050	51,700	—	2,068.00

a See Table 3 for system membership hypothesized.
b Systems' member libraries total 27; average system includes 4.5 members.
c Systems' member libraries total 79; average system includes 13.2 libraries.
d Systems' member libraries total 79; average system includes 5.3 libraries.

The final columns show the total grant of each of the systems under the three suggested possibilities. If only 27 libraries were members of systems and the unit value were 5¢, each of the systems would receive $2,537.85. If 79 libraries were system members and systems were limited to the six original systems, each system would receive $5,170. If, in the likelier case that new systems were created by the new member libraries, 15 systems were eligible for grants-in-aid, each system's total grant would average $2,068. Thus, though the situation under Section C assumes a slightly larger population covered by each system, and a slightly larger area, because the unit value has been reduced due to the expansion of total system membership, each system would receive $2,068 instead of $2,537.85.

Conclusions

Given the unit attribution system of grant-in-aid fund distribution, the disincentive effect described above cannot be avoided.

Libraries already in systems benefit by limiting extension of system membership.

Libraries wishing to remain out of systems benefit by limiting extension of system membership.

Systems benefit by discouraging either formation of additional systems or new member libraries joining other systems.

Only a library which wishes to join a system can increase its grant-in-aid by doing so; but its acceptance depends on the other members of the system, which faces them with a potential conflict of interest.

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